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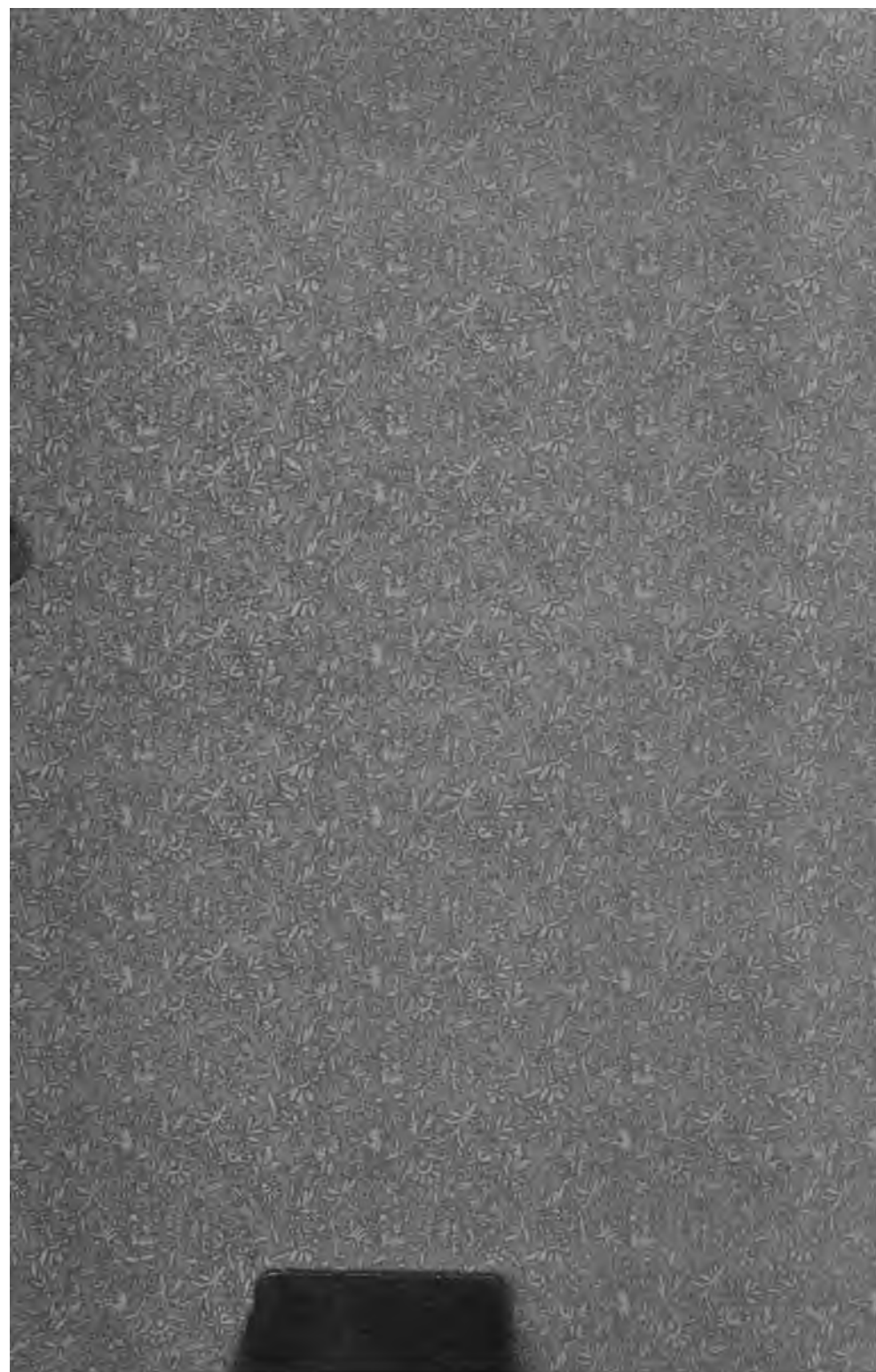
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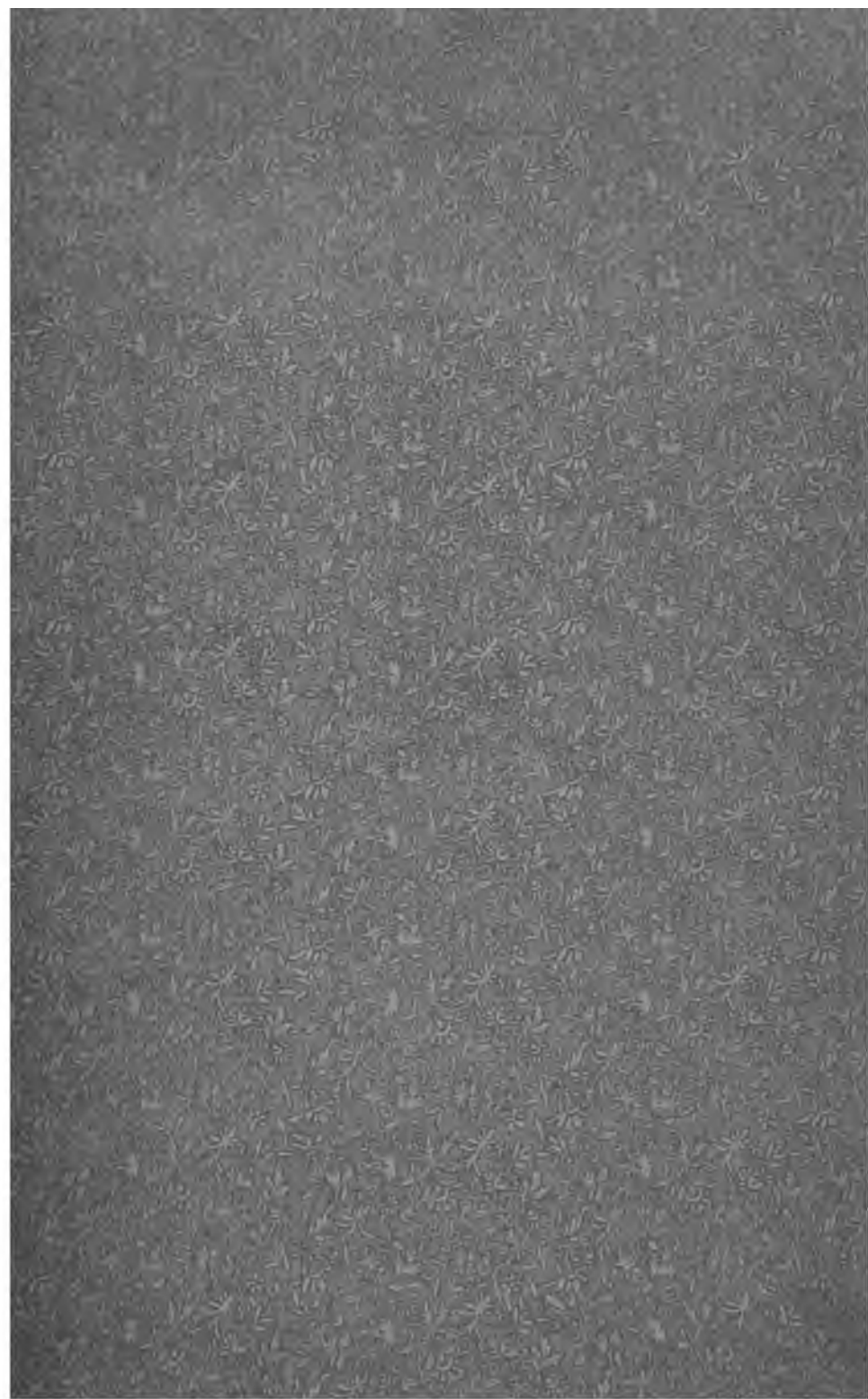
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No. 69.

STATE CHARITIES AID ASSOCIATION.

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FIFTH ANNUAL REPORT

OF THE

State Charities Aid Association

TO THE

STATE COMMISSION IN LUNACY.

NOVEMBER 1, 1897.

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REPRINTED FROM THE NINTH ANNUAL REPORT OF THE STATE COMMISSION  
IN LUNACY.

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# FIFTH ANNUAL REPORT

OF THE

## State Charities Aid Association

TO THE

### STATE COMMISSION IN LUNACY.

November 1, 1897.

*To the State Commission in Lunacy:*

The State Charities Aid Association hereby submits its fifth annual report to the State Commission in Lunacy.

During the fall months of 1897 the assistant secretary of the association visited all the State hospitals,\* with the exception of the Matteawan State Hospital for Insane Criminals and the Collins State Homeopathic Hospital, which is not yet open for the reception of patients.

We desire to express to the officers of the ten State hospitals visited by us our appreciation of the courteous attention everywhere shown to the representatives of the association. Every facility was afforded to enable our visitor to make a thorough inspection, and to become familiar with the details of the management of the institutions. In every case the visit was unannounced, and was not expected by the officers of the hospital. Yet they cheerfully gave their time to showing and explaining the workings of the various departments.

The general impression received from a tour of the State hospitals is gratifying. To those familiar with the method of caring

\*The number of insane persons in institutions in the State on October 1, 1897, was 21,683, distributed as follows:

Utica State Hospital.....	999
Willard State Hospital.....	2,259
Hudson River State Hospital.....	1,631
Middletown State Hospital.....	1,175
Buffalo State Hospital.....	1,253
Binghamton State Hospital.....	1,336
St. Lawrence State Hospital.....	1,371
Rochester State Hospital.....	523
Long Island State Hospital.....	2,716
Manhattan State Hospital.....	6,948
Matteawan State Hospital.....	632
<b>Total .....</b>	<b>20,843</b>
<b>In private institutions.....</b>	<b>840</b>
<b>Total .....</b>	<b>21,683</b>

This is an increase of 814 patients over the preceding year. The increase during the year in the number of patients in the State hospital system is 806.

for the insane in poorhouses and poorhouse asylums the accommodation and care of all the dependent insane in State hospitals, as at present conducted, is an immense advance over the old system. The buildings in which the insane now live are, with some exceptions, well adapted to their needs; their food is well cooked and nourishing, their clothing comfortable and often tasteful; increased attention is paid to their moral treatment; there is everywhere an effort to surround them with a homelike environment, to instruct, amuse and employ them. The life of the insane is becoming more and more like that of normal individuals and less like that of prisoners or paupers.

A few of the features which are common to a number of the State hospitals, and such recommendations as we have to make regarding them, are here taken up apart from the special reports of the different hospitals visited.

### *Nursing.*

No department of the hospital service is more important than the nursing department. Training schools are now required by law to be established in all the State hospitals. It is encouraging to observe the movement of these schools towards uniformity, and their gradual approach to the standards and methods of training schools in general hospitals. This tendency is largely due to the efforts of the committee of the hospital superintendents on training schools, and further progress in the direction noted will doubtless be made as a result of the future work of this committee.

A uniform course of study for all hospital schools is prescribed by the committee, and a uniform examination held at the end of the two years' course, which must be passed by every applicant for a diploma. A more recent requirement is a uniform entrance examination, and we are informed that the committee has lately recommended that every pupil should have the advantage of three months' training in a hospital ward of a State hospital as a part of the course. This is a most desirable advance, *but owing to the poor equipment of some of the State hospitals*

for affording such training, we fear that it will be difficult, if not impossible, to enforce this rule in all the hospitals.

The standard of the different schools is being raised as rapidly perhaps as their character permits; but although the course marked out for class work is practically the same for all hospitals, the training in the wards differs to such an extent that in some hospitals the actual preparation of the nurses for their work is much better than in others. Some schools seem to be so excellent as to compare favorably with general hospital training schools. Instruction in ward work and clinical instruction are as well developed as the lecture and recitation system. No pupil can take the final examination offered by the training school committee until he or she has had experience in a hospital ward and a reception ward, in the care of different classes of patients in disturbed and quiet wards, and has served a definite length of time in the diet kitchen, the dispensary, the operating room, etc. In other schools, while it is generally "intended" that pupils should have experience in the care of different kinds of patients, it is often found that in reality they remain during the whole course in the same ward, and if changed from one service to another they owe the change to chance, rather than to the plan of the officers in charge to give them a thorough and varied experience. At one of the hospitals a "charge nurse" (corresponding to a head nurse in a general hospital), a graduate of the training school, said that she had spent the entire five years since she entered the service of the hospital in a single cottage for twenty convalescent or quiet chronic women. This is not an isolated case, but representative of the lack of system in ward training to be found in many of the State hospital training schools. It may be well for a nurse, after graduation, to be employed permanently in caring for the class of patients for which he or she shows special aptitude, but it is most desirable that every nurse, when graduated, should have had practical experience in caring for all classes of patients, and should have mastered all the branches of clinical and ward work.

as well as class work, which properly belong to the course of training for such a profession.

Perhaps the greatest obstacle to uniformity in the standard of the various schools is the difference in the class of men and women employed in the different hospitals. The Manhattan and Long Island State Hospitals are obliged, under the present schedule of wages, to employ for the most part as attendants, men and women of the class of domestic servants, many of them immigrants of little education. In the northern and western parts of the State the class of young men and women attracted to the State hospital service is somewhat the same class as in New York city enters the general hospital training schools. The inferiority of the attendants in the two largest hospitals is doubtless partly due to the fact that intelligent young people in the city are attracted to the schools at the general hospitals, and partly to the uniform schedule of wages, which, while undoubtedly of great benefit to the State hospital system in general, results in a lowering of the rate of wages in a great city beyond the average payment for the kind of service required, and in the consequent deterioration of the service through the employment of less capable persons. This is perhaps an instance of carrying uniformity too far. The opportunity for neglect and petty cruelty is so great in an institution for the insane, where the complaints of the patients are so often the result of illusions that it is difficult to know when they are to be believed, that in no position is it more necessary that the care-taker should be a person of intelligence and good character.

The increase in the number of women nurses detailed to serve on men's wards is encouraging. We would recommend the extension of this system, especially to hospital wards. It should be a rule at all State hospitals, as it is now at some, that graduates of the training school should be in charge of hospital wards, and that graduate nurses should be chosen for this purpose who are especially capable not only in the nursing of the sick, but in

the training of pupil nurses. The sick in the State hospitals should certainly have care equal to that given to the dependent patients in our public and private general hospitals.

### *Food.*

The quality and variety of the food served at all the State hospitals is markedly superior to the food at the county and city institutions visited by this association. Flour of the best quality is uniformly used and the bread is everywhere good. The best method of baking was found at the farm for the insane at Central Islip, where it is baked in small round loaves in irons invented by the medical superintendent. It is to be hoped that this method will be introduced at other State hospitals. The creamery butter used at all the hospitals is very satisfactory. The beef is of high grade. In fact, all the staple articles seem to be almost uniformly excellent.

The serving of food is a matter which demands attention. We are heartily in favor of the recommendation of your honorable Commission that patients should be seated before the food is served. The system of putting the food on the table before the patients are summoned results in much of the food becoming cold before it is eaten. The food is generally brought in large quantities to the dining-rooms from a central kitchen, and loses in the course of this often long journey a considerable quantity of its heat, and cannot be further allowed to cool without becoming unappetizing. In some hospitals the system of seating the patients first has been introduced, and has worked so satisfactorily that it might with advantage be adopted in all hospitals.

### *Clothing.*

While the clothing of the patients is adapted to the season and is sufficient in quantity and of fairly good quality, more attention should be paid to securing a greater variety. At some hospitals each patient is provided with a "best" suit or dress which he or she can wear on Sundays and holidays and for entertainments.

This custom might well be adopted at all hospitals. At most hospitals each patient has his or her own clothing marked with a number, but in some places the clothing is used indiscriminately; this is not considered by us a desirable arrangement. Greater attention to individual taste in dress would doubtless do much to develop the self-respect of patients, and would give them a wholesome pride in their personal appearance which might assist in their improvement or cure.

#### *Plumbing.*

We would recommend that the plumbing of all the State hospitals be tested at regular intervals by an experienced plumber or sanitary expert to make sure that there is no escape of sewer gas or defect of any kind.

#### *Dentist and Oculist.*

While most of the State hospitals now employ regularly both a dentist and oculist, some still employ only one and one hospital employs neither. It would seem advisable that each State hospital should be obliged to employ regularly both a dentist and an oculist.

#### *Additional Women Physicians.*

We would recommend the employment of two additional women physicians for the Manhattan State Hospital and one additional for the Long Island State Hospital, in order that each division of these State hospitals may have the services of a woman physician. The Ward's and Hart's Island divisions of the Manhattan State Hospital now have each a woman physician, but the Blackwell's Island division where there are 850 women shares the services of the woman physician who lives on Ward's Island, where there are about 1,450 women. At the Central Islip division of the Manhattan State Hospital there is no woman doctor for the 300 women patients. The Long Island State Hospital has a woman physician at the Brooklyn department, but the

Kings Park department, where there are more than 700 women, has no woman on its staff. Medical supervision of the bathing of women patients, which is so desirable, is not possible where there is no woman doctor, and the gynecological work ordinarily assigned to the woman physician must either be performed by the other doctors or be left undone.

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#### UTICA STATE HOSPITAL.

The Utica State Hospital, the oldest in the State, is situated on the outskirts of the city of Utica. It has a capacity for 1,000 patients. The hospital was visited by the assistant secretary on April 1st and on September 15th.

This hospital provides for the employment of its patients in mechanical occupations to a greater extent than any other hospital in the State. The medical superintendent has so great confidence in the curative effect on the patients of regular occupation, that every effort is made to supply as great a quantity and variety as possible. As a consequence, there have been located at this hospital several industries supplying the entire State hospital system. Much of the printing and bookbinding for the State Commission in Lunacy and the different State hospitals is done at Utica. The hospital has been recently allowed the privilege of grinding the coffee and spices for all the hospitals. Other industries carried on in this hospital alone are button making, comb making and stocking making.

The proportion of patients regularly occupied is said to be about 60 per cent. This does not include, however, those who work in the wards for a half hour or an hour every day, but only those who work to a considerable extent, generally for a half or a whole day. As the percentages given in other hospitals generally include those who do anything at all, this number cannot be compared with the numbers quoted elsewhere. For patients for

whom there seems to be little suitable employment, methods of work are devised with considerable ingenuity.

The working hours are not fixed, but are from about 9 to 12 and 2 to 5. Few women patients work steadily week after week. The ward records show what each patient does each day, and if a woman appears to have worked regularly for a week or two she is given a little vacation, or if a patient seems to be getting tired she is sent out to exercise instead.

The hospital has long felt the need of land on which the patients could be employed at farm work. The hospital owns only 200 acres, and most of this has been kept in the form of lawns and groves. Last March the hospital took a three years' lease of a farm of 160 acres located in a suburb of Utica. There is an old farm house on the place where twenty patients can be accommodated in summer and somewhat fewer in winter. A manager and two attendants live with the patients and direct their work. At the time of the April visit from the central office the farm colony was being started. On the second visit it had been in operation for six months. It has proved a great success, both financially and as a means of improving the condition of the patients. The potato crop alone has brought enough to pay the rent. It is hoped that the hospital may be allowed to buy the farm before the expiration of the lease. The farm cottage is conducted on the "open door" system, an arrangement by which patients can go in and out at will, so far as is consistent with their safety. In the main building there are four open door wards, containing about 120 patients.

In summer practically the whole hospital population seems to spend the greater part of the time out of doors. The rule as to exercise seems to be followed with a system not so noticeable at most other hospitals. In fine weather in summer the patients who are not at work spend two or three hours out of doors both morning and afternoon. In winter all who are able take a daily walk of about two miles, which occupies nearly an hour. The amount of exercise taken is not dependent upon the convenience

of the attendant or the whim of the patient. At a certain hour the wards are practically emptied of patients, only those being left who are infirm, sick or very violent. The dormitories and day rooms are thoroughly aired while their occupants sit or walk about the grounds. The quiet and the slightly disturbed women go on the beautiful lawns, where there are swings and seats, flower beds and shade trees. Those who can be trusted are allowed to walk in the garden, and groups of patients are taken through the fine greenhouses. The disturbed women, who are taken out as much as the quiet, if not more, roam about a large, grassy yard which is inclosed and keeps them from straying away, but is so spacious and so filled with trees as to have an open appearance. The wards opening into this yard have roomy piazzas where patients can sit. The able-bodied men are taken to "the woods," about a quarter of a mile away from the buildings. The feeble men sit in a pleasant airing court, surrounded by piazzas. Here they can sit in the sun and on the grass and be protected from the wind. The infirmary, occupied by the old and infirm of both sexes, has large piazzas on which the patients who are unable to walk out of doors can get the air. It is said that the patients enjoy being out of doors, and in cold weather the quiet patients are more likely to be restless and the disturbed more noisy.

There is a library of a few hundred volumes, pianos in some of the wards, a shuffle board and small games on the men's side. A baseball team, composed of employes, with occasionally a few patients, plays a weekly game in summer on the ball ground. There is a band, composed of employes, which plays irregularly in the wards. The band practices every week or two in the wards so the patients can get the benefit of hearing it as frequently as possible; it plays for the weekly dance in winter.

The appearance of most of the wards is very cheerful. The quiet wards are pleasantly furnished with pictures, rugs, flowers, plants, birds, easy chairs, pianos, etc. The disturbed wards have pictures and rocking chairs and, in winter, plants. The one-story infirmary has a large, light day room, with pictures and plaster

casts on the walls, comfortable seats, a fire-place and long, low windows opening on the roomy piazzas. At the ends of some of the women's wards are small sun-rooms with growing plants, birds, tables and other attractive furniture. On the best wards there are generally strips of carpeting on the polished floor, but elsewhere the floors are left bare. Carpeting does much to furnish a room, and it would add to the home-like appearance of the hospital if more carpeting were used. The polished floors are slippery and would seem to be hard for the feeble patients to walk on. Some of the patients might be set to making strips of rag carpeting which, while homely, gives an appearance of comfort and warmth. The wards of the Long Island State Hospital are furnished with such carpeting made by patients. At the St. Lawrence and the Buffalo State Hospitals a large amount of handsome carpeting is supplied, but this, while it improves the appearance of the wards and removes the difficulty of walking on polished floors, does not, perhaps, please the patients more than the humbler rag carpeting, which is doubtless associated in the minds of many of them with the simple homes from which they came.

The proportion of single bed rooms to ward dormitories is unusually large. Single rooms prevail in all parts of the hospital, and the few dormitories are small. The dining-rooms are all congregate, each one accommodating patients from three wards, from 100 to 150. A few of the tables have oilcloth instead of linen table cloths, but no agate ware was seen, except a few cups and pitchers in the infirmary, which are being replaced by china as they are broken.

The bathing of patients is greatly facilitated by the well-equipped bath-house, where a whole ward can be bathed at the same time. Removing the bathing from the wards does away with a great deal of trouble and confusion, and lightens the work of the nurses. A man and wife are in charge of the bath-house and bathe all patients, the man attending to the male patients half the week, and the woman to the female patients the other

three days. It is said that some object, at first, to this somewhat promiscuous bathing, but all seem to like it after the first experience. Offending the feelings of sensitive patients should certainly be guarded against, and an arrangement of this sort is particularly liable to be abused if the attendants become hardened to it and neglect to regard the feelings of exceptional individuals. Patients who prefer to bathe alone and can be trusted to do so are allowed to use the tubs on the wards. Infirmary patients, also, are bathed in tubs on their wards.

There are two pleasant reception wards at the top of the main building where recent cases are treated, but it is felt that better accommodation for acute cases is needed, preferably in two cottages, one accommodating twenty men and the other twenty women, where would be concentrated the best nursing service, and where special medical attention, special diet, and the best possible care and treatment in every way would be given. No expense should be spared in providing means for curing these acute cases, and improvements needed for this class of patients should take precedence of all others. We recommend the building of these reception cottages at an early date.

Another building needed is a nurses' home. The administration building of the infirmary is used for this purpose and provides excellent accommodation for twenty women. The nurses in the main building should be given equally comfortable quarters, and a building for forty is very desirable.

Women are employed in men's dining-rooms, and there is one woman nurse on one of the best of the men's wards. The men's side has gained by this arrangement. The character and intelligence of the nurses appear to be of satisfactory grade, and the training school is one of the best features of the hospital.

## WILLARD STATE HOSPITAL.

The Willard State Hospital, situated at Willard, Seneca county, was visited September 30th. This hospital presents the pleasing and unusual characteristics of a population somewhat smaller than its capacity. The capacity is 2,270, and it is not considered desirable to accommodate so large a number of patients in the institution, so the daily average population is kept down to about 2,200.

Most of the buildings at Willard are so old and were originally so cheaply constructed that there seems to be a great need for general repairing and in part even reconstruction. The plumbing and ventilation seem particularly defective. The detached buildings and infirmaries are light and cheerful and on the whole well furnished, but the main building seems somewhat dark and gloomy, and is not sufficiently well furnished to offset this disadvantage.

We would recommend the enlargement of the window space so far as possible, the addition of sun-rooms and piazzas, and an improvement in the ward furniture. The hospital has been unfortunate in having no greenhouses, but it is understood that one is in process of erection this fall. Nothing adds more to the cheerful appearance of a ward than a liberal supply of growing plants, and no occupation is more congenial to certain patients than work in the greenhouse. In this connection we would recommend setting apart a small plot of ground for a patients' flower garden, where some of the more trustworthy patients who are unable to do much regular work could have individual beds and cultivate their own flowers to keep or give away as they please. To encourage a sense of proprietorship even in a flower bed, giving patients the privilege of creating or disposing of property, even if it is only a bunch of flowers, is a desirable form of so-called "moral treatment."

This hospital was formerly used as an asylum for the chronic insane, and a considerable proportion of the oldest and most in-

firm persons in the State, those who have been insane for the longest time, still remain here. The population of patients regularly employed, exercising, attending entertainments and religious services is consequently lower than in most other hospitals. Yet few hospitals seem better equipped in all these directions than Willard.

The proportion of patients regularly employed is about 55 per cent. The large farm and the shops employ most of the able-bodied men. In the new laundry, the largest in the State, and in the kitchen and on the wards both men and women work, and in the tailoring and sewing-rooms there are about 75 women. The number of working hours in most departments is from seven to eight a day. Notwithstanding the large number employed, there were many women on the wards, particularly the disturbed wards, who seemed to be of a class to be benefited by occupation. If the number of industries is not sufficient to occupy all the patients who are capable of being employed, we would recommend introducing other employments, for instance, the manufacture of rag carpeting to partly cover the now bare and somewhat slippery hard wood floors.

The usual rule as to exercise is followed here. Patients who are able are taken out daily all the year round, and in summer all except the bed patients sit out on the piazzas and the grounds. The day of the visit was bright and warm. At the infirmaries and the detached buildings, groups of patients were noticed sitting about on benches and chairs on the piazzas and on the grass. One of the disturbed wards from the main building was apparently settled for the afternoon on one of the lawns bordering the central avenue.

There is a well equipped and conveniently situated theatre, Hadley hall, which has a seating capacity of about 1,000. The hospital band, composed of employes, plays twice a week in summer and once a week in winter, besides furnishing music for the weekly dance. The hospital's steam yacht, Nautilus, takes pleasure parties on Seneca lake, carrying from 50 to 70 persons at

once, and averaging two daily trips twice a week during the summer. The hospital ball team plays weekly on the excellent athletic field, and here is held the annual tournament in which employes and patients share both as performers and spectators. The maximum attendance at entertainments was reached on the annual field day this year, when about half the patients witnessed the sports. The smallest proportion of patients attending entertainments is, of course, to be found in the infirmaries, which, besides containing the weakest and oldest patients, are farthest from Hadley hall. Of the 270 infirmary women about 20 attend entertainments, and of the 200 men, 10 to 15. The school for patients is a pleasant feature. Here 22 convalescent and quiet chronic patients were seen, who, under the direction of an able teacher, seemed to be much diverted and aroused by the matches in reading, spelling and mental arithmetic, the nature talks and other exercises.

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#### HUDSON RIVER STATE HOSPITAL.

The Hudson River State Hospital, situated near the city of Poughkeepsie, was visited September 2d and 3d. The capacity of the hospital is 1,460, and at the date of the visit the census was 1,627.

The overcrowded condition of the hospital will be relieved with the completion of the buildings now in process of erection, which are expected to be ready for occupation about the beginning of the year 1898. These buildings are a dormitory for 300 men and a congregate dining-room section for women. The greatest need of the hospital in the line of new buildings seems to be the enlargement of the kitchen and the laundry in the main group, both of which seem now too small.

The Hudson River is one of the older State hospitals, and the construction of the main buildings where the women are accommodated, is so perfect an exemplification of the taste of the preceding generation for "imposing structures" that it presents

serious obstacles to a rearrangement on the more modern plan, which has for its object the securing of a homelike appearance both inside and out. The present medical superintendent, however, is so strongly in favor of placing the patients as far as practicable under normal conditions and making the hospital as much as possible like a home, that much has been done to improve the surroundings of the patients and to give interest and variety to their lives. The high ceilings and somewhat narrow corridors are unfavorable to a cheerful appearance, but in the quiet wards this disadvantage is counteracted by the attractive furniture, pictures, bric-a-brac, flowers, and birds. The disturbed wards, however, are somewhat unnecessarily bare, pictures on the walls and wooden benches and chairs being the only furniture. Agate ware is still used to some extent in the dining-rooms of these wards. The paint seemed to be scratched and the plaster torn on some of them, and the general appearance was rather cheerless. Opinions differ as to the extent to which disturbed patients can be trusted with good furniture, plants, etc. Where these advantages cannot be accorded, however, it seems desirable to make up for the deprivation by providing especially light and well-situated rooms. It would add much to the general appearance of the hospital if there could be more piazzas like the one now being built on the new building for women, or several of the enclosed balconies or open corridors like the so-called "ombra," or additional sitting-rooms like the one at present connected with a ward for suicidal and melancholy patients, a room two stories high with large windows on three sides.

The methods of moral treatment seem to be well developed. The "open door" system of treatment, a system by which patients in certain wards are allowed to go in and out at will, has been largely applied. This is in operation in one of the women's wards, in a building for men which contains 130 patients, and in the eight cottages for quiet chronic cases of the demented or epileptic class. As always where this system is practised to any extent there have been a few escapes, but patients who run away

are almost always found and brought back without accident, and the system has worked so well on the whole that the officers of the hospital are desirous of extending it. The window guards have not been removed to any extent, though in some wards they are of course unnecessary, and should be removed.

The proportion of patients daily employed in some useful occupation is from 68 to 70 per cent.; about 80 per cent. of those employed are chronic cases. The proportion of men employed is greater than the proportion of women, being no less than 80 per cent. A large number are engaged in farm work and road building, about 10 in the shoeshop, 10 in the brush and broom shop, from 13 to 16 in the mattress and mat shop, and 20 crushing stone. They work about seven hours a day. They are taught a trade if they do not know one, and are encouraged to work at it.

The women do much of the sewing, laundry, and ward work. They work generally seven hours a day, but there is no strict rule as to hours, and women are not urged to work more than half a day if they do not wish to. Some do no more than make their own beds and attend to their rooms. Patients are never forced, but they are encouraged, and even urged to work, and often some slight advantages, such as better rooms, are offered as incentives.

Much attention is paid to the entertainment of patients. The amusement hall, however, is too small, and is to be torn down and rebuilt on a larger scale. It has a capacity of only 500, and the entrance for women is through a corridor that is now, owing to the overcrowding, used as a dormitory. This building is used in winter for the weekly dance and other entertainments. In summer the pleasant out-door pavilion situated in a grove near the main building is used for entertainments, and the weekly dance has been recently continued through the summer in this pavilion. A baseball team composed of employes plays Saturday afternoons and the employes' band gives frequent musical performances. There is a library of about 600 volumes all neatly bound and catalogued and under the charge of the teacher, a

graduate of the Albany school. This teacher maintains a school for patients during the winter, attended by those whom the doctors think will be benefited by it. There are sometimes as many as 70 patients in the school; they are taught history, reading, arithmetic, calisthenics, etc., and are often much aroused and improved.

The standard of the training school is being raised by requiring the pupils to pass frequent and severe examinations.

The officers consider it important that there should be nurses' homes, and there is need for additional buildings for this purpose. The so-called nurses' home for men is a very pleasant and well arranged building of recent date, accommodating 50, but it is occupied almost exclusively by employes other than nurses and attendants. A similar house for male attendants would be very desirable. On the women's side there is no separate home for any class of employes, but the third story of the new congregate dining room section is being fitted up for the accommodation of about 30 of the women nurses, about half of the total number employed. Although not so good as a separate building, this arrangement will at least give the nurses a home off the wards, and is a commendable provision.

The medical superintendent favors placing women nurses on men's wards, though in his opinion great care should be taken in the selection of such attendants. This plan will probably be followed more extensively in the new building for men than has been practicable in the older buildings because of their distance from the quarters for women.

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### MIDDLETOWN STATE HOMEOPATHIC HOSPITAL.

This hospital, situated in the outskirts of the city of Middletown, was visited September 1st. There is at present considerable overcrowding. With a capacity of 1,050, the hospital is accommodating a population of over 1,200. The 150 patients for whom there is properly no room are scattered through the differ-

ent departments. In many cases three patients are put in rooms intended for two, and many of the sitting rooms have been converted into dormitories; in one day-room block, seven of the eight rooms are so used. It is probable that this overcrowding will be relieved when the Collins State Homeopathic Hospital is open for the reception of patients. The buildings seem to be in very good condition and have an attractive and homelike appearance both inside and out.

The proportion of patients working and exercising, attending entertainments and religious services is smaller than in other State hospitals, because so many more are subjected to the so-called "rest-cure" and kept in bed. Just how large was the proportion of patients undergoing this treatment was not ascertained. Except in the wards for quiet chronic cases it seemed to be about 50 per cent. The effect of the application of this theory is seen particularly in the small number of patients engaged in work. The proportion of patients thus occupied is 25 per cent., while in other State hospitals it is from 45 to 80 per cent. Most of the farm work, the house work and the sewing is done by paid employes.

The facilities for the entertainment of patients include an admirable amusement hall seating 600 and provided with good scenery and lighting arrangements, a library of about 1,200 volumes, patronized by about 150 of the patients, and pianos, billiard tables and other games on the quiet wards. The hospital band and baseball team found elsewhere are, however, absent here, and the "Conglomerate," a paper formerly published by the patients, has been discontinued. As the patients were attached to this paper it seems unfortunate that it should have been necessary to give it up. We would suggest that a small printing press might be procured and the patients allowed to print as well as edit their paper.

The entertainments consist of the usual weekly dance and an average of one dramatic or other entertainment a week. Owing to the absence of a band among the employes, one is occasionally

hired from Middletown. In view of the popularity at other State hospitals of bands composed of employes, and in view of the greater economy of enabling the hospital to furnish its own music, it would seem desirable to organize a band at this hospital.

In pleasant weather the patients spend most of their time out of doors, going out for about two hours both morning and afternoon, and on long days again in the evening. Indoors most of the women sew, read and do fancy work; the men read and play games.

A particularly pleasant feature is the two cottages for women, built about six years ago, accommodating 20 patients each. They are conducted on the "open-door" plan, and are for the best class of quiet, chronic or convalescent patients.

This hospital is more completely arranged on the ward system than the other State hospitals, where the tendency seems to be towards the congregate plan. Not only has each ward its own sitting and dining room, but most of the wards have a hospital department contiguous to the convalescent department. The advantage of this arrangement is considered to be that patients can go from one department to the other as changes in their condition require, without feeling that they are going to a strange place.

As the superintendent of this hospital lays much stress on the idea that the patients are ill and should be put to bed and treated as if they were ill, much attention is paid to the diet. The quality and variety of the food seemed excellent. Five different kinds of bread were seen, all well baked and of the best materials. The superintendent is a great believer in milk and a very large quantity is furnished.

A training school for nurses has been in operation since 1888; 55 of the nurses have passed the examination offered by the special committee of hospital superintendents on training schools in State hospitals. The experiment of putting women nurses on men's wards, which has proved so successful elsewhere, has not

been tried here, except in one of the men's dining rooms, where a man and his wife are employed. Considering the number of bed patients in this hospital who require nursing as well as supervision, it would seem that women nurses might be used on men's wards with especial advantage. In State hospital as in general hospital training schools the women are generally superior in intellect and character to the men, and should be entrusted with the most important service.

The hospital is fortunate in being provided with two nurses' homes, one for men and one for women, accommodating from 30 to 35 each, where some of the nurses can find rest and relaxation away from the wards.

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### BUFFALO STATE HOSPITAL.

The Buffalo State Hospital, situated on the outskirts of the city of Buffalo, was visited October 7th. There was considerable overcrowding, but it was expected that this would be done away with when the new infirmary is completed. This is a two-story building for 350 patients; it was nearly finished when visited. The central portion of the infirmary is to be used for a reception hospital where new cases will be received and acute cases kept until they become either convalescent or chronic. The wings are for the old and feeble. This building will raise the capacity of the hospital to about 1,450.

This number seems somewhat greater than can receive proper treatment at a hospital with so little land. There are 183 acres on the place, and about one-third of the land is under cultivation. In its proximity to a growing city and the small amount of its cultivated land this hospital resembles the Utica State Hospital and should be enabled to increase its opportunities for the employment of patients in somewhat similar ways, that is, by the acquisition of a farm where patients can be colonized and by the further development of industrial occupations. About 60 *per cent.* of the patients are said to be employed, but this includes

all who do anything at all, even those who push a floor-polisher over the hard wood floors, a simple form of employment which is not generally included when such percentages are made up. The usual occupations are carried on here, broom, brush, mat, mattress and shoe making, tailoring, sewing, laundry, kitchen, dining room and ward work, and work on the grounds and the gardens, in the greenhouse and about the buildings. The most desirable method of increasing the amount of work for men would probably be to provide work on a farm. The work for women might be increased out of doors by allowing them to cultivate flowers; and indoors more of them might be employed in laundry work. The dresses are sent to the wards rough dried, and the patients complain of this. If the laundry cannot be enlarged to accommodate more than 35 women now employed there, electric flat-irons might be introduced on the wards and the patients allowed to iron their own dresses, as is done at the St. Lawrence State Hospital.

The number of apparently able-bodied patients noticed on the wards indicates that the hospital has not been able to fully carry out its wishes with regard to employment. It is perhaps partly due to this lack of occupation that an unusual number of patients seemed to be very much disturbed. Mechanical restraint of disturbed patients seems to be used at Buffalo to a greater extent than at most of the State hospitals. Of the 1,240 patients in the hospital on the date of the visit from our office, four women and seven men were in seclusion, most of them under protection sheets or in camisoles.

The general appearance of the wards is attractive. Especial mention should be made of the large amount of carpeting on the halls. The strips of carpeting are wide and add warmth and comfort. A pleasant and home-like feature is the open fire-places on the wards, in which fires had been lighted, as it was a chilly day, and the steam had not been turned on. Plants are provided only during the winter and had not been brought in on October 7th. As the out-of-door life is somewhat limited by the smallness of the grounds and the nearness of the hospital to the city,

it would seem desirable that plants should be furnished all the year round.

The room used as an amusement hall is not only small, accommodating only about 400, but it is on the fourth floor and is reached by a long flight of winding stairs without landings, so that it is practically inaccessible to a large proportion of the patients. It is also poorly ventilated and heated. There is no band or orchestra among the employes, and music is hired from the city. There is a school for women patients which is attended by about thirty patients.

As the day of the visit was wet few patients were out of doors, but many were sitting or walking on the porches. In pleasant weather in summer they are kept out most of the day, and throughout the year they exercise both morning and afternoon. On the previous day 550 women out of 720 in the hospital had been out for exercise. There is a ball ground on the hospital grounds which is open to players from the city on Saturday afternoons, and the patients enjoy watching the games. There is no regular baseball team among the employes or patients, but teams are sometimes made up, composed of both patients and employes.

Women are employed in men's dining rooms, but not on men's wards. There is a cottage for about thirty of the women nurses, but most of the nurses and attendants sleep in rooms off the wards. Another and larger cottage is needed for the nurses. If a new amusement hall is built the plan might be considered of converting into nurses' quarters the space on the fourth floor, now occupied by the hall. This would afford a somewhat unsatisfactory home for the nurses as compared with a cottage, but it would be even more undesirable for patients' dormitories.

## BINGHAMTON STATE HOSPITAL.

The Binghamton State Hospital, situated near the city of Binghamton, was visited September 28th. The hospital seemed very much crowded. The capacity is 1,302 and the census was 1,350, but the overcrowding appeared to be greater than the difference between these figures would indicate. The crowding was particularly noticeable in the reception wards, where such a condition is most undesirable. In the day-room portion of the women's reception ward, which is simply a windowed recess in the hall, several beds were piled, which are set up for the use of patients at night. Both this ward and the women's hospital ward beneath it are poorly furnished and somewhat cheerless. As these are the two classes of wards where pleasant surroundings are particularly desirable it seems especially unfortunate that they should be among the least attractive in the hospital. We would recommend the enlargement of the wing containing the reception and hospital wards and the refurnishing of them in as tasteful and homelike a style as is warranted by the class of patients occupying them. That the managers and the medical superintendent of the hospital are alive to the need for improvement in these wards is evident from their repeated request for an appropriation for a sun-room two stories in height in connection with the wards.

The best way to secure the needed increase in the capacity of the hospital would be to build a nurses' home for the accommodation of the nurses and attendants who now live in rooms off the wards. A small cottage occupied by the steward is given up to the night nurses, but there is no suitable provision for the day nurses.

One of the most striking and gratifying characteristics of this hospital is its extensive application of the "parole" and "open door" systems, by which the patients are allowed the greatest amount of personal liberty consistent with safety. It was stated that the number of open-door wards is thirteen and that these

represent from three to four hundred patients. The terms of the parole differ in different cases, some patients being at liberty to go about unattended only on the piazzas and grounds surrounding the buildings in which they live; others can go about at will anywhere within the grounds, while still others can go outside the grounds and even visit the city. Patients occasionally run away, but these escapes are infrequent, and the patients are almost always found and brought back without having suffered any injury. Many cures are considered directly attributable to the policy of trusting to the honor of patients and allowing them, when it is possible, some relief from the constant surveillance which to many is such an irritation as to be a hindrance to recovery. In no instance has this freedom resulted in undesirable intimacy between men and women patients.

Another very attractive feature at Binghamton is the group of three farm cottages and the life of the patients occupying them. The farm is a mile and a half from "the hill" where the main part of the hospital is located. The cottages seem to be about a quarter of a mile apart, and are in most respects independent. Two of them are for men and one for women, and together they accommodate about 100 patients. The men work on the farm and the women do their own housework and the men's mending. The cottages are on the "open door" plan, and the life is as nearly as possible like that of ordinary country people. The patients enjoy the farm life, and at the women's cottage frequent changes are made in the personnel of the family, women on "the hill" often being brought to the farm for a week or so, while women at the farm are given the variety and excitement of a visit to "the hill." The patients often ask the physicians to give them this change. There is need at the farm for some adequate protection of the buildings against fire. The cottages are of wood, and except for buckets of water in the halls are entirely unprotected.

A pleasing variety has been introduced in the main group of buildings by painting a cream color the connected cottages for

women in the east group and the north building for men. The east group has the attractive appearance of a row of three private houses of colonial architecture. The north building for men is equally attractive both inside and out, except for the very great defect that the large infirmary on the second floor is used also as a dining-room, and men eat at one end of the room while the sick lie in bed at the other. It was said that in the summer the men eat on the broad piazza outside. If these men cannot be provided with a separate dining-room it would seem desirable that this piazza should be enclosed in glass during the winter and heated, so that the men could continue to use it as a dining-room. This is done successfully in connection with one of the congregate dining-rooms at the Rochester State Hospital.

The south and west buildings for the chronic disturbed and demented women are comfortable, but perhaps not sufficiently well furnished. They are all, however, provided with pictures and some plants. The number of disturbed patients at this hospital appeared to be unusually large, and it seems possible that this is owing to a lack of sufficient employment for this class of patients. The proportion of patients, in all departments, employed daily in some useful occupation, is only about 45 per cent. We would recommend the finding of some occupation for a greater number of those inclined to be disturbed, as a vent for excitement and destructive tendencies. There is out of door work for men on the farm and indoor work for them in the manufacture of shoes, brushes, brooms, etc. The women are supplied with indoor work in the laundry and the sewing-room, but seem to lack out of door employment. The hospital has two good greenhouses, but seems to have almost no flower beds, and we would recommend that some of the women be allowed to cultivate little beds of their own during the summer. Hospitals in this and other states have been visited where such work is provided for trustworthy women patients and adds much to their happiness and well being.

## ST. LAWRENCE STATE HOSPITAL.

The St. Lawrence State Hospital is situated on the St. Lawrence river about three miles from the city of Ogdensburg. Its census on October 1, 1897, was 1,371, of which 706 were men and 665 women.

The hospital was visited September 12th and 13th. Being the most recently constructed of all the hospitals in this State, it embodies the most advanced opinions as to the style of architecture suited to the needs of such an institution, and in its scientific equipment and ward furnishing it is considered to be representative of the most progressive views as regards both the medical and the moral treatment of insanity. It compares favorably with any institution of the kind in the world.

The attractive two-story buildings, with bright, airy, well-furnished day rooms below and dormitories above, which allow the patients to continue during their stay in the hospital the habit formed at home of going up stairs to bed and coming down for the day, the beautiful sun-rooms for convalescents, furnished with easy chairs, growing plants, flowers and song birds, the roomy piazzas covered with vines, the one-story infirmaries for the feeble and demented—these and similar features give to the hospital a cheerful and homelike appearance that must in itself have a marked effect on the mental condition of many of the inmates.

Pictures and flowers are supplied for all classes of patients. The extensive use of strips of carpeting in corridors and wards relieves the appearance of bareness so common in large institutions, and the carpeting is more comfortable to walk on than the hard wood floors. The disturbed wards have an unusually bright and cheerful appearance. In one ward occupied by some of the most disturbed patients, the large day room has opening from it two smaller sitting rooms, one of which is tastefully furnished, supplied with growing plants, and kept for those patients who are only occasionally disturbed; the other, a bright and airy room, is left entirely bare, except for a number of heavy benches, and here the

few very disturbed patients remain during their periods of excitement. This provision seems most humane, and, an evidence of a sincere desire to give each patient the individual treatment which suits his special case, and which is made difficult by the necessary classification of patients into groups and the natural tendency towards uniformity in the treatment of patients in the same ward. Other evidences of this individual treatment were noticed. Patients who are refined in their taste and will take good care of nice furniture are given especially attractive single rooms furnished like chambers in a private house. In the building for chronic patients of the poorhouse class, patients inclined to be restless at night sleep in beds separated from others in the same dormitory by wooden partitions between the beds, reaching part way to the ceiling. The same attention to details was seen in the dining rooms, where all tables have table cloths, and no agate, tin, or other nonbreakable material is used in place of the ordinary china.

The arrangements for receiving and treating recent and acute cases of insanity are unusually complete. The newcomer, instead of being received and interviewed in an office, is taken to a small, prettily furnished sitting room, where the physician talks with the patient in a friendly way and endeavors to get the desired information as to the character and antecedents of the case without embarrassing and frightening the individual. The patient is then taken to a ward in one of the two hospital sections, where he or she is kept in bed for at least a week. The best nursing service is centralized in these hospitals. An accurate and detailed medical record is kept of each patient, including temperature, pulse, urinalysis, medicine, food, etc., and the patient's mental condition, his actions and conversation are also carefully observed and recorded. To these hospitals are sent also all cases of ordinary sickness occurring among the patients. The hospital wards are beautiful, bright, airy rooms with flowers, birds, and nice furniture. After having been at least a week or as much longer as seems desirable in one of these hospital wards, the

patient is transferred to the ward to which he seems to belong and there continues to receive special attention for as long a time as the case requires, in curable cases for the entire period of residence in the hospital.

The so-called "open-door" and "parole" systems are in extensive use at this hospital. The medical superintendent stated that 15 per cent. of the patients enjoy a system of parole, by which they are allowed greater or less freedom in going about unattended, some being permitted to go about within the limits of the grounds, while others can go outside the grounds and even visit the city. There are several "open-door" wards in the main building, where the doors are left unlocked and patients can go in and out at will; the garden cottage, occupied by seventy-two quiet, chronic men, is entirely on this system, as will be also the new farm cottage now being built. Very few of the windows on the first floor of the buildings are guarded, apparently only those in sleeping rooms.

About 70 per cent. of the patients are daily employed, some only for an hour or two, others all day. The disturbed are employed, but not those who are violent. Patients work in the wards, on the farm, and in the barns and shops. The seventy-two men in the garden cottage work in the very extensive vegetable garden, which provides the hospital with vegetables, and when the new farm cottage is completed, those working in the barns and on the farm will have a similar advantage in being near their work and allowed a considerable degree of freedom.

One of the newest buildings is the entertainment hall, a handsome little theatre with movable seats on the main floor, accommodating about 800. The number of patients attending entertainments is generally about 300; on special occasions more are gotten out. The regular Sunday preaching service was attended by the visitor. There seemed to be from two hundred to three hundred patients present. Apparently all classes are allowed to attend service, for many of those noticed were seen on the following day in wards for disturbed or epileptic cases. The patients

were comfortably dressed with considerable taste and variety. There is a patients' library, containing about 2,000 volumes; but few patients care to read anything but the local papers sent to them by friends.

There is a band among the employes which plays every week. There is a weekly baseball game in summer and a weekly dance in winter. This winter there is to be an afternoon dancing class conducted by an attendant who formerly taught dancing. The patients play tennis and croquet out of doors, and backgammon, checkers, billiards and other games in the house. There are a few pianos on the wards, enjoyed by patients who are musical.

The accommodations for the nurses and attendants at this hospital are admirable. For those employed in the central group there is a very beautiful nurses' home in a convenient location at the rear of the main building. This is the best building of the sort in the State and one of the handsomest buildings at this hospital. In the other groups, wings of the buildings are set apart for employes, so that although not under a separate roof, they are completely separated from the wards.

The training of the nurses appears to be of a high grade. It has been the rule in this hospital that all nurses, wherever employed, should serve for a time in the hospital wards, a rule which has been adopted by the training school committee of the hospital superintendents, and will be enforced at all hospitals. Only those attendants are encouraged to enter the school who are considered capable of becoming good nurses. The nurses noticed appeared to be of a high grade of intelligence and seemed very much like nurses in general hospital training schools.

Women nurses are employed with excellent results in the men's hospital wards and also in the men's dining-rooms.

## ROCHESTER STATE HOSPITAL.

The Rochester State Hospital, situated on the outskirts of the city of Rochester, was visited October 2d. This institution has a capacity for only 450 patients. Its small size, together with the devotion of its officers to their work, results in a most commendable attention to details of management and to the individual treatment of the patients.

The four-story portions of the hospital occupied by the women, which formerly constituted the Monroe County Insane Asylum, as well as the new two-story wings for men, are attractive and homelike. The appearance of all wards is very cheerful. The most disturbed are furnished with tables, easy chairs, pictures, plants and flowers.

A few of the sanitary features are worthy of mention. The water sections for baths, closets, etc., are well planned and especially well kept. They are furnished with ventilating closets for brushes, pails, and similar articles used on the wards. These closets are air shafts, ventilated by windows on the sides, and fitted up with shelves of open iron work on which the articles to be aired are placed. This removes entirely from the bath-rooms the apparatus for cleaning the wards, which, unless elsewhere provided for, is likely to accumulate there in an untidy and unsanitary way. Most of the hospitals have some special provision for these articles, but nowhere is the system employed better than that at Rochester. In the bath-rooms, which are fitted up with both tubs and sprays, the patients are bathed twice a week, in accordance with the recommendation of the State Commission in Lunacy. One of these baths is a spray bath given at night and is said to take much less time than was expected. The experiment of bathing the patients regularly twice a week is considered in every way a success and will be continued. The rule recommended by the State Commission in Lunacy of leaving the beds unmade during the day is enforced in the men's dormitories. The mattresses are rolled up at one end of the bed and the blankets

and sheets are folded and laid at the other. This system of airing the beds all day is followed at most of the State hospitals where the dormitories can be shut off from the day-rooms, and the appearance of the wards is always orderly.

The usual custom as to taking patients out of doors twice a day is followed here. It is the aim of the medical superintendent to make the grounds in the rear of the building as attractive as those in front, since, owing to the nearness of the building to the street, the grounds used by patients are entirely in the rear. On the women's side the ground is already graded and turfed and makes a pleasant lawn, and the men's side is being arranged in the same way. In winter, patients are taken to drive when the weather permits, in a carriage belonging to the hospital.

The amusement hall, accommodating 250 patients, is somewhat inconveniently situated on the fourth floor. The religious services held here are attended by about 50 per cent. of the patients. At the weekly dance men and women patients are allowed to dance together, and this privilege is said to heighten the enjoyment of the patients. Both men and women have "best" suits and dresses to wear on Sundays and for entertainments. This feature adds much to the self-respect and comfort of the patients, and should be more generally the custom elsewhere. The opportunity afforded the patients, especially the women, for indulging their desire to present a neat and attractive appearance at the dances and other entertainments is doubtless a considerable element in their improvement and cure.

Every effort is made to employ every patient for whom occupation is considered beneficial, and no less than 75 per cent. of the patients are regularly employed. Disturbed cases work about as much as the quiet, as it is believed that employment provides a normal and healthful outlet for some of the energy that is otherwise expended in destructive and noisy ways. Care is taken that no patient should work who is unable and that no one should be overworked, and it is only on the order of a physician that a patient is given anything to do. The hospital has recently ac-

quired a farm in addition to the 36 acres on the place and now has 120 acres. The farm employs 60 men. Men work also on the grounds and in the shops, men and women in the laundry, the kitchen and on the wards, and women in the sewing-room.

No department of the hospital is more admirably conducted than the training school for nurses. The training is divided into three departments, class work, ward work, and clinical instruction. The matron, a graduate of a general hospital training school, and a woman of marked ability, is the superintendent of the training school, and she is assisted in all departments by the staff of physicians. It is not a matter of chance whether a nurse gets his or her entire training in a single ward or gains experience in various wards, nor is it simply "intended," as in some hospitals, that a change of service should be given during the course of training; but every pupil before being allowed to take the final examination and receive the diploma not only must have followed successfully the course of lectures and recitations, but also must have served one month in the diet kitchen, one month in the dispensary, one or two months in the operating-room, and as long a time as possible in the hospital ward. The applications for admission to the school are sufficient in number to make it possible to select only those who are well fitted for the work, and the character and intelligence of the pupils and nurses are of a very high order. In this hospital there is a woman nurse on every ward. The introduction of women on men's wards has resulted in a more home-like and attractive appearance of the wards and a better care of the patients.

It would seem to be very desirable that the capacity of this hospital should be increased, so that a larger number of patients would get the benefit of the high grade of care and treatment provided. The present medical staff is quite adequate for the care of a much larger number of patients than the hospital now contains. The ratio of physicians to patients is 1 to 98, while the average ratio in hospitals in this State, is 1 to 159. Whether

or not the present plan is carried out of buying the adjacent county property and using the buildings of the Monroe County Almshouse for the insane, still other buildings will be needed and should be started at once. The medical superintendent is especially desirous of having better accommodations for the sick, and for acute cases. These two needs might very well be met by a single building, where all patients would be received on admission, where acute cases would remain until they become either convalescent or practically chronic, and where the sick would be taken from the wards in the main building. Here could be given special medical attention, special nursing, special diet, and every effort could be made under the most favorable conditions to restore the patients to a condition of physical and mental soundness. The hospital is now handicapped by the construction and arrangement of its single building, and cannot give its acute patients the accommodation which it thinks desirable for such cases.

Another need is an industrial building. The men's workshops are in the basement of the men's wing and are crowded and unsuitable. The space occupied by them is needed for other purposes. The women's sewing room occupies what should be a ward day room.

For the high class of nurses and attendants employed at this hospital better quarters should be provided than the hospital has yet been able to give them. A ward on the fourth floor of the woman's side has been given up to women nurses, and the men nurses sleep in rooms opening from the men's day rooms. If two separate cottages could be provided for the nurses the rooms vacated in the hospital could advantageously be used for patients, and the nurses would get outside greater rest and relaxation than is possible when they must live in the building where they work.

## LONG ISLAND STATE HOSPITAL.

The Long Island State Hospital is divided into two departments—the Brooklyn department comprising buildings at Flatbush in the suburbs of Brooklyn, and the Kings Park department situated at Kings Park, 45 miles from New York city, on the north shore of Long Island.

The Brooklyn department of the Long Island State Hospital was visited November 27th, and the Kings Park department November 30th. The 2,750 patients were almost equally divided between the two departments, there being about 100 more at Kings Park than at Brooklyn. The capacity of the hospital is 2,053, and of the excess population of 700 patients about 200 are located at Kings Park and 500 at Flatbush. The group of buildings now being erected at Kings Park planned to accommodate 940 patients will probably be completed next spring.

## BROOKLYN DEPARTMENT.

As the law requires that the Flatbush property be vacated on or before October 1, 1905, it is futile to criticise the obsolete construction of the buildings of this department and to complain of the obstacles to proper care and treatment presented by the character of the accommodations. It is gratifying to see that notwithstanding these disadvantages, the efforts of the officers to provide the patients with a comfortable home have met with marked success, and the general appearance of the wards of these buildings is as cheerful and homelike as many wards for similar classes of patients in the best constructed hospitals in the State.

A pleasant feature in the furnishing is the extensive use of strips of rag carpeting manufactured by the patients and laid on the floors of all the wards, those for the disturbed and the demented as well as the quiet. This does much to give a warm and homelike appearance to the wards. White curtains at most of the windows, tables covered with cloths or mats, pictures and

plants, which are furnished on all wards, add to this desirable effect, while the easy chairs, pianos, flowers, birds, and aquariums for gold fish on wards for the most trustworthy patients show a great appreciation of the advantages of cheerful surroundings. In the dining rooms no agate ware is used except for serving dishes. The tables have white cloths, the usual china with individual butter plates, knives, forks and spoons. In some instances oil cloth is used, but it is generally put over the linen cloths, and so has the appearance of being merely a temporary makeshift.

The buildings are not yet fully provided with hair mattresses. The annex, for the old, feeble and demented women of the almshouse class, is furnished throughout with straw ticks, and there are still many left in the main building. These are being gradually replaced by hair mattresses. Considering the fact that there is not sufficient employment for the men, it would seem that a greater number might be set to work in the mattress shop.

Besides the heavier underclothing which is provided in winter, the women have winter dresses of a figured material similar to flannel which washes well and is neat and tasteful. The underclothing is made in three sizes and used somewhat indiscriminately. This is an undesirable relic of county care.

About 60 per cent. of the patients are employed in the garden, the shops, the kitchen, the laundry, and the wards. Owing to the smallness of the grounds there is not enough employment for the men, but with the increase in accommodations at Kings Park the transfer of patients from Flatbush will gradually remove the working patients to the Kings Park Farm. There are the usual mattress, mat, basket, brush, broom, tailoring and sewing departments, and the manufacture of rag carpeting is carried on to a considerable extent. Patients work about seven hours a day.

The entertainments consist of a weekly dance and an average of one other entertainment a week. The hall is in a small wooden building, which accommodates only two hundred, about

half the number of patients who could attend entertainments. At the weekly dances men and women patients are allowed to dance together, a privilege which adds to the pleasure of the patients, and gives them the self-respect that comes from being trusted.

In the training school there are about eighty-five pupils. The rule has not yet been introduced of requiring a definite term of service on a hospital ward, but it is being considered. Women are employed on men's wards to some extent. On each of two wards there is a man and wife in charge, and there are women in two of the ward dining rooms. The appearance of the wards where women are in charge is particularly home-like, with many evidences of thoughtfulness and taste in small matters of furnishing and care.

In the general appearance of the wards at Flatbush and in the character of both patients and employes there is a greater similarity to the hospitals in the country districts than to those connected with large cities.

#### KINGS PARK DEPARTMENT.

At Kings Park the hospital owns a farm of over 800 acres, with four groups of brick buildings and sixteen two-story wooden cottages. The buildings have a new and attractive appearance and are pleasantly, though as yet somewhat incompletely, furnished. The day rooms are homelike, with tables, easy chairs, curtains, plants and games. The long halls in the brick buildings, from which the single bed rooms open, are somewhat bare, especially in the men's buildings. There are no pictures on the walls. The hard wood floors are cold and slippery and would be much improved by being partly carpeted. Near the doors on the ground floor blankets were spread on the floor to prevent those coming from outside from scratching the wood. Rugs or carpeting which could be shaken would look better. If some of the rag carpeting manufactured at the Brooklyn department were sent to Kings Park it would serve the double purpose of improving the appear-

ance of the wards at Kings Park and giving work to patients at Flatbush.

Straw ticks are still used to a considerable extent. They are being replaced by mattresses, but not so rapidly as might be desired. The hair mattresses provided seem somewhat thin, and should be thickened as there is occasion to make them over. If the out-door work occupies so many men that there are not sufficient to do all the mattress making that is required, this work might be done at the Brooklyn department, where there is not so much employment as is desired. To provide for the overcrowding the buying of wooden folding beds is being considered. Wooden beds are undesirable and, if folding beds must be provided, iron ones should be chosen like those used in the new nurses' homes at the Manhattan State Hospital.

The dining rooms are profusely decorated with flowering plants. White table cloths are used everywhere and there is no agate ware. The food is brought from central kitchens through underground passages and is served in the large congregate dining rooms before the patients are seated. In order to avoid its becoming cold, it might better be served after the patients are seated. Workers and convalescent patients are given a greater variety of food than the chronic patients who do not work.

About 65 per cent. of the men and 45 per cent. of the women are regularly employed. There is plenty of agricultural work, in fact more than is needed for the present number of patients. There are also the usual mattress, mat, brush, broom and shoe shops. The women are employed in sewing, ward work and dining room work. The women attendants in the men's as in the women's dining rooms have as assistants women patients. If women were, to some extent, put in charge of men's wards women patients might do the ward work after the men had left the wards to engage in farm work, thus providing for the women a greater amount of housework.

There are few entertainments besides the semi-weekly dances. It has been found that the patients enjoy these dances much more

than the dramatic or other entertainments by outside talent, and consequently few such entertainments are given. There is an orchestra composed of employes which plays for the dances, and a band which gives semi-weekly open-air concerts during the summer. In summer the patients have sea bathing. There is a baseball team, composed partly of employes and partly of patients, which plays every week in summer. In the men's day rooms there are billiard tables and small games which are much enjoyed. Some few papers and magazines are taken, but there is no patients' library. It would be well to start a collection of books for the use of patients.

Formerly only the chronic insane were sent to Kings Park, but recently many new and acute cases of insanity have been received there. As at the Brooklyn department, the reception wards are large wards on which most of the seventy patients are of the quiet, chronic class. Acute cases are thus kept on the same wards with scores of chronic patients and sit with hundreds of such patients in the large congregate dining rooms. This custom is to be deplored, owing to the moral effect upon recent cases of being suddenly thrown among such large numbers of chronic cases. The more advanced and humane view on this subject is that acute patients should be separated from those who are presumably incurable and cared for in small wards or cottages, where their life may be made as homelike and normal as possible, and where they may receive such special nursing and medical and moral treatment as may hasten their cure.

The use of two of the cottages as phthisical hospitals is commendable. Each cottage accommodates forty-two.

Another good use to which two more of these cottages are put is the accommodation of night attendants. As these cottages are not considered altogether desirable for the chronic patients who now occupy them, because of the necessity of their going to another building for their meals, it would be a good plan to turn several more of them into nurses' homes and thus provide for the day attendants who now sleep on the wards. The better the

provision made for nurses, the higher will be the grade of the applicants for this position, and the more sympathetic and humane will be the care of the patients.

There are twenty women and eight men in the training school. This is unsatisfactory compared with the number of pupils in the school at the Brooklyn department. Although the number of employes at Kings Park is 50 per cent. greater than the number at Flatbush, the training school has only one-third as many pupils as the school at Flatbush.

Women are employed in men's dining rooms but not on their wards. It would probably improve the service if women nurses were introduced somewhat on men's wards, especially on the hospital ward. As the women in the training schools are generally more intelligent than the men, the care of the sick should be intrusted to them and to the most intelligent of them.

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#### MANHATTAN STATE HOSPITAL.

The Manhattan State Hospital occupies Ward's and a part of Blackwell's and Hart's Islands in the East river in New York city, and a large tract of land at Central Islip, Long Island. The four official divisions of the hospital correspond to these natural geographical divisions and are called the Ward's Island division, the Blackwell's Island division, the Hart's Island division and the farm for the insane at Central Islip. At the Ward's Island division all patients are received and almost all acute and disturbed patients are kept. At the Blackwell's Island division, which is a branch of the female department of the Ward's Island division, there are about 850 chronic disturbed and demented women of the infirmary class. Hart's Island has 1,550 chronic feeble men and women who have few or no friends to visit them. At the Central Islip farm there are 1,000 quiet, chronic, able-bodied patients engaged in farm work and domestic employments.

The Manhattan State Hospital is still in a transition state. It has been impossible in less than two years under the State system to bring this State hospital in every respect up to the higher standards of other and older State hospitals. There has been, of course, a great improvement in the food, and the construction of new kitchens with modern machinery at Central Islip and at the female department of the Ward's Island division will doubtless improve the cooking for a part of the patients. But as yet the overcrowding, which has long been the most crying evil, has not been materially relieved. The capacity is still little over 5,500 and the population is about 7,000. Except at Central Islip, the accommodations are for the most part as poor as they are insufficient. The cheerful and homelike environment that is considered an indispensable feature of the moral treatment of insanity cannot be provided where the overcrowding is as great as in many of the buildings on the islands, where the same room serves as day-room, dormitory and dining-room, and where beds stand so close together that every other one must be pulled out from the wall at night, or else patients must climb in over the foot.

While the general administration of all departments of the hospital is unified by their organization under one head, the four divisions show many differences in the details of their management, the result of differences in the patients, the officers, and the situation and the character of the buildings. In no direction are there greater differences than in the buildings of the different divisions. The cottages at Central Islip compare favorably with any hospital in the State, while the old wooden barracks at Hart's Island, built during the civil war, and the wooden sheds on Blackwell's Island, are entirely unfit for human habitation. On Ward's Island, where, on account of the class of patients cared for, the best accommodations should be provided, the buildings vary, some being fairly satisfactory, others very poor. The reception pavilion in the female department, though old and worn, is homelike and cheerful. The building is greatly crowded, the

same room being used for dormitory, day-room and dining-room; but there are easy chairs, music boxes, flowers and birds. The Verplanck building, also in the female department, where there are convalescent, hospital and maternity wards, is also pleasantly furnished, though too obsolete in construction and too overcrowded to compare favorably with similar wards in other hospitals. In the male department also some of the wards are attractive and comfortable, being furnished with pictures, plants and easy chairs. In all the Ward's Island buildings, however, the wards for the most disturbed patients are extremely and unnecessarily dreary. The sitting-rooms for some of the most disturbed women, the only separate day-rooms found on Ward's Island, are perfectly bare, with wooden benches lining the walls. The windows of these rooms are small square openings near the ceiling, giving some light and air, but far above the reach of the patients, who sit packed together on the wooden benches. Many of the single bed-rooms for this class of patients have the same cell-like windows, which it is impossible to look out of. No reason could be seen why such rooms, especially the sitting-rooms, should not have the windows enlarged, and be provided with more comfortable seats, with pictures, and if possible with plants. In the adjacent wards for semi-disturbed women plants are being introduced with considerable success. The hospital has been somewhat backward in matters of this sort, but it is to be remembered that the class of patients at the Manhattan State Hospital are for the most part a less intelligent and appreciative class than is found at other State hospitals.

Owing to the temporary character of the Hart's and Blackwell's Island divisions it is futile to criticise the character of the accommodations, beyond saying that so long as the buildings are occupied by the insane necessary temporary repairs should be made, and that the buildings should be abandoned as soon as possible.

The management of the male and the female departments of the Ward's Island division is almost as distinct as if they were

two entirely separate institutions. While this is probably in most respects the best, if not the only practicable method, it appears in some lines to be carried to an extreme. It seems extraordinary, for instance, that buildings within a stone's throw of one another should not have the same heating and lighting plant or the same laundry and shops. In no direction would a closer connection between the two seem more advantageous and economical than in the entertainment of patients. Both departments now have small, illy equipped entertainment halls, each accommodating about 350, so that not more than a quarter of the patients can attend entertainments at any one time. Dramatic companies or others now engaged to entertain the patients generally give a matinee in one department and an evening performance in the other. If a suitable theatre could be built midway between the buildings of the two departments where a large proportion of both men and women patients could be accommodated at the same time, this duplication of entertainments could be avoided, and the money provided for the purpose would go further. The number of entertainments averages one a week on Ward's Island, one in two weeks on Hart's Island, one in three weeks at Central Islip, and one a month on Blackwell's Island.

There are no dances on the men's side in any division of the hospital. The women on Ward's Island have two weekly dances in both the amusement hall and one of the large dining-rooms. At Central Islip and at Hart's Island also the dance is for women patients only, though men attendants often dance with the patients at Central Islip. The women on Blackwell's Island have a weekly dance. It seems unfortunate that some of the men should not have the privilege of attending these dances, which are in all hospitals the most popular form of entertainment provided.

The hospital band, composed of employes at the male department of the Ward's Island division, plays twice a week in summer. It plays for both departments on Ward's Island. A band is now being organized at Central Islip.

There is a baseball team among the employes at Central Islip, but not on Ward's Island, and the patients at both places play frequently among themselves. At Ward's Island the patients are given sea bathing in the summer.

The situation of the Manhattan State Hospital may in itself be considered as an important element in the moral treatment of the patients. Exceptional advantages are afforded by the varied and beautiful surroundings. The patients on the islands have about them the constantly changing panorama of the great river, full of vessels of every description and abounding in life and movement. In the summer the cool sea air makes the islands comfortable in the warmest weather. It is impossible under such circumstances, that the daily walks of the patients should be monotonous and without incident.

At the male department on Ward's Island there are airing courts for the violent, the disturbed and the feeble. These are relics of a now obsolete system of caring for the insane. While large courts planted with grass and trees, like the court for the violent and disturbed, is not undesirable, a small enclosure surrounded by a high brick wall, and without a trace of any growing thing, is very objectionable; and yet this is the sort of court that is here used for the feeble men.

The proportion of patients regularly employed at the different divisions varies with their ability to work and the facilities for employing them. The average for the whole hospital is about 60 per cent. On Ward's Island 45 per cent. are employed in the male department and 80 per cent in the female department. About 50 per cent. at Hart's Island and about 60 per cent. at Blackwell's Island do something. The smaller proportion of men than women working on Ward's Island is largely accounted for by the small amount of out-door work and the shortness of the season when such work is done, and the large amount of indoor work which can be done by women all the year round and every day in the week. It would seem that the men might be employed somewhat more in beautifying the grounds, which are now rather

bare. If rows of evergreens could be set out to shield the patients from the cold winds while exercising in winter, and if a greater number of walks could be laid out so that the patients need not take the same monotonous walk every day and twice a day, and if more flower beds were cultivated and more vines trained over the buildings, the general appearance of the island would be much improved, and the amount of employment would be to some extent increased. It is, of course, at Central Islip that the methods of employment are best developed. About 300 of the 1,000 acres are now under cultivation. The soil is rather poor and probably would not be worth cultivating for profit, but it is well adapted to the needs of such an institution. In winter much grading is done. When there is little to do each patient is given somewhat less than his usual amount, and an effort is made to keep all employed, to some extent, rather than to work some full time and leave others altogether idle.

The clothing of patients at the Manhattan State Hospital seems comfortable and is, on the whole, satisfactory. At Central Islip and, to some extent, on Blackwell's Island, there is individual ownership of clothing, but elsewhere the clothing is not marked and is used indiscriminately, the outer as well as the under clothing. This is unfortunate, and we hope, now that the new laundry for the female department of the Ward's Island division is in working order, that it will be possible to make some better arrangement for the women on Ward's Island. The underclothing is warm and of good quality. The long cloaks and hoods worn by the women are also comfortable and warm. The men's suits are, for the most part, prison-made and look and wear well. Woolen dresses are worn by all classes of women in winter.

The Manhattan State Hospital labors under a great disadvantage in its lack of facilities for the restraint of disturbed and violent patients. Owing to the overcrowded buildings and the consequent lack of room for secluding individual cases this hospital cannot so easily follow the custom of other State hospitals to use seclusion rather than restraint by the use of drugs. It is, of

course, necessary in cramped quarters to consider the welfare of all patients in the ward, not merely the few who are disturbed. Consequently sedatives are used to a greater extent on Ward's and Blackwell's Islands than has been found to be the case elsewhere in the State. At Central Islip restraint is so seldom needed owing to the class of patients received, that a case requiring such treatment is generally secluded with a special attendant. At Hart's Island, also, restraint of any kind is seldom needed. As the hospital gains facilities for secluding violent patients, the use of sedatives will doubtless be less frequently resorted to.

The training school is a comparatively new feature, dating from the time of the organization of the institution as a State hospital. It is encouraging to note that there are about 460 pupils in the four training schools of the four divisions, a very good showing, especially as the officers find great difficulty in persuading the attendants to go into the school, because of their lack of intellectual interest and their failure to regard their work in the light of a profession, or even a permanent employment. The admirable new nurses' homes for the women at Ward's Island and the men at Central Islip will doubtless improve the grade of applicants for the position.

The system of employing women on men's wards has nowhere been introduced. As the hospital has no settlement of men remote from buildings for women, there seems no reason why women nurses should not be employed during the day in the men's hospital wards, at least. It is a popular delusion that an insane person is exempt from the ordinary diseases to which the same are subject; in reality the insane frequently suffer from the usual physical ailments, and there is no reason why a case of phthisis, of cancer, or of peritonitis in the hospital ward of a State hospital should not have the same trained care that is given such cases in general hospitals or hospitals for special diseases. We would advocate the employment of a graduate of a general hospital training school as charge nurse of the men's hospital in the male department of the Ward's Island division, who

should be capable not only of caring for all cases of sickness but also of training the pupils of the hospital training school, each one of whom should have, before graduation, a term of service in a hospital ward.

During the past year a number of important and much-needed buildings have been provided. At the female department of the Ward's Island division the following buildings have been completed: A kitchen, a laundry, a nurses' home, and an employment building for women with sleeping quarters above for the male employes of the female department. A boiler house on Ward's Island and a dock house at the foot of East One Hundred and Sixteenth street, opposite the island, are in process of erection. At Central Islip a nurses' home for 100 male attendants has been built, and a kitchen, which is planned to cook for 3,000 patients, has been begun.

The managers and the superintendent of the Manhattan State Hospital are doing everything in their power to secure the additional buildings needed, and we have every reason to hope that the hospital will soon be provided with buildings and equipment which will enable it to rank with the best in the State.

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With the establishment of the Manhattan State Hospital February 28, 1896, all the dependent insane of the State of New York passed under the care of the State, the county care system being entirely abolished. It is nineteen months since then, and this report represents our first thorough inspection of all the State hospitals under the completed State care system.

There can be no more striking proof of the enormous advance made in the better care of the insane under the present system than the comments and criticisms in the foregoing pages as contrasted with those of a few years ago. Then, under county care, we spoke of scanty food, insufficient clothing, or in other words, suffering from cold and hunger, pauper attendants, unskilled medical treatment. Now we recommend minor improvements in

the hospital training schools for nurses, make suggestions regarding the occupation and entertainment of patients, ask for additional buildings to relieve overcrowding, no longer obliged to denounce the terrible abuses connected with the old system.

In conclusion, the board of managers, in behalf of its committee on the insane, desires to thank your Honorable Commission for the kind response to requests for information, for the courtesy with which all suggestions have been considered, and for the readiness with which the co-operation of the association has been welcomed, in its endeavor to promote the welfare of the dependent insane of this State.

For the board of managers,

MARY VIDA CLARK,

*Assistant Secretary State Charities Aid Association.*



No. 70.

**State Charities Aid Association**  
OF NEW YORK.

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The State Charities Aid Association is supported wholly by voluntary contributions. To carry on its work with efficiency, it requires a yearly income of from \$10,000 to \$12,000. Annual subscriptions and donations are greatly needed and are solicited from persons interested in the objects of the Association.

In order to give the Association an assured income, an Endowment Fund, now amounting to \$66,800.00, has been started. Contributions to this Fund are also solicited.

Checks should be made payable to the order of

CHARLES S. FAIRCHILD, *Treasurer*,  
105 E. 22d St.

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I give and bequeath to the "State Charities Aid Association," incorporated in the year 1880 under the laws of the State of New York, the sum of.....dollars to be used for the purposes of said Association.

NEW YORK:  
UNITED CHARITIES BUILDING,  
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No. 70.

**State Charities Aid Association**  
OF NEW YORK.

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**TWENTY-SIXTH ANNUAL REPORT**

OF THE

**State Charities Aid Association**

TO THE

STATE BOARD OF CHARITIES OF THE STATE OF  
NEW YORK.

November 1st, 1898.

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NEW YORK:  
UNITED CHARITIES BUILDING,  
No. 105 East 22d Street.

# TABLE OF CONTENTS.

	Page
Officers and Board of Managers.....	III
Standing Committees.....	IV
Members of Central Association.....	V
Corresponding Members.....	VIII
Representatives in other Organizations.....	VIII
List of Visitors to State Hospitals.....	IX
List of Visitors to State Charitable Institutions.....	IX
Members of County Visiting Committees.....	IX
Report of Board of Managers:	
Summary of work of past year.....	1
Dependent Children—	
General Conditions in the State.....	3
Destitute Children in New York City:	
Boroughs of Manhattan, the Bronx, and Brooklyn.....	5
Borough of Queens.....	12
Borough of Richmond.....	13
Placing Children in Families.....	14
Boarding-out in Queens (Nassau) County.....	20
Agency for Dependent Children of Newburgh.....	21
Providing Situations for Mothers with Babies.....	24
Joint Committee on Care of Motherless Infants.....	27
Summary of Association's Work of Destitute Children.....	33
Report of Committee on Hospitals.....	33
Foreign Sanatoria for Care of Pulmonary Tuberculosis.....	36
Results.....	38
Report of Committee on Insane.....	39
Report of Committee on Pauper Delinquents.....	40
County Visiting Committees.....	43
New York County.....	44
Kings County.....	52
Richmond County.....	57
Allegany County—Yates County.....	57-72
Visitors to State Charitable Institutions.....	72
Legislation Proposed in 1898.....	73
Destitute Mothers' Bill.....	74
Bill to Regulate the Placing-out of Children.....	76
"Free Coal" Bills.....	81
Other Legislation of 1898.....	82
Educational.....	83
Craig Colony for Epileptics.....	84
Hospital Book and Newspaper Society.....	87
Society for Instruction in First Aid to the Injured.....	88
Report of Finance Committee.....	91
Report of Treasurer.....	94
Report of Treasurer of Sub-Committee on Providing Situations for Mothers with Infants.....	96
Subscriptions and Donations to State Charities Aid Association.....	97
Subscriptions and Donations to Agency for Providing Situations for Mothers with Infants.....	99
Subscription and Donations to Joint Committee on Motherless Infants.....	101
Appendix A.—Tabular Statement compiled from Reports from County Visiting Committees.....	102
Appendix B.—Census of Department of Public Charities of New York City.....	104
Appendix C.—List of Institutions in the Boroughs of Manhattan and the Bronx receiving payment from the City of New York, for the support of Destitute, Neglected, or Wayward Children, with Census.....	105
Appendix D.—An Act Regulating the Placing-Out of Children.....	106
Appendix E.—Summary of State Legislation of 1898 affecting Charities.....	108
Appendix F.—List of Members and Officers of the State Board of Charities, 1898.....	110
Appendix G.—Additions to Library since last Annual Report.....	112
Appendix H.—Certificate of Incorporation of State Charities Aid Association.....	116
Appendix I.—Right-of-Entrance Law of State Charities Aid Association.....	117
Appendix J.—By-Laws of State Charities Aid Association.....	120
List of Publications of State Charities Aid Association.....	Third and fourth pages of Cover

No. 70.

# State Charities Aid Association

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\*Deceased, 1898.

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TWENTY-SIXTH ANNUAL REPORT  
OF THE  
STATE CHARITIES AID ASSOCIATION.

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*To the State Board of Charities:*

The Board of Managers of the State Charities Aid Association respectfully submits, in behalf of the Association, its Twenty-sixth Annual Report, being an account of its work for the year ending September 30, 1898, with some observations upon the administration of public charity during that period.

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The work of the Association, for the improvement of charitable institutions maintained by the State of New York, or by cities, counties or towns, has been carried forward without interruption during the year, and has been, it is believed, as fruitful in good results as in any one of the preceding twenty-five years.

With an expenditure of only \$8,581.81, the Association has secured the following results:

1. It has maintained a visitation and inspection of the almshouses and public hospitals in forty-five of the sixty counties of the State, including all the numerous institutions in the Department of Public Charities of New York City.

2. It has appeared through its representative committees before Boards of County Supervisors and City Boards of Estimate and Apportionment in sixteen counties to urge adequate appropriations for needed improvements in public institutions.

3. It has examined carefully all proposed legislation relating to charities, taking an active part in the furtherance of desirable measures, and opposing as actively several that were detrimental to public interests.

4. It has visited, in some cases several times, the dependent children that were boarding in families in that portion of

Queens County which became the Borough of Queens on January 1, 1898, and also most of the destitute children boarding in the remaining portion of the County.

5. It has been actively interested in the work of finding good homes in private families for destitute children, receiving between June 20 and October 31, one hundred and sixty applications for children, and placing 18 children, 14 of whom were public charges, in carefully selected free family homes.

6. It has prepared and submitted to the National Conference of Charities and Correction a report on the organization and administration of municipal charities in the largest seventy-three cities in the United States.

7. It has, in many other ways, labored for the education of public sentiment in regard to public charities, and for a wiser and more humane management of the various State, city, county and town institutions. These desirable results have been secured through the interest and co-operation of nearly one thousand volunteer workers residing in all parts of the State, and through the employment of such paid service as has been necessary to give unity and continuity to its work.

In addition to the above, and supported by separate funds, should be mentioned the following:

1. Committee on Providing Situations in the Country for Destitute Mothers with Infants, which, during the year, secured 341 situations for homeless mothers with their babies.

2. Newburgh Agency for Dependent Children, maintained by the S. C. A. A. Committee for the City of Newburgh, which visited and exercised an effective supervision over 83 destitute children placed in families from that city, and placed 12 children in carefully selected free permanent homes.

3. Joint Committee (A. I. C. P. and S. C. A. A.) on Foundlings and Motherless Infants, which, in co-operation with the Commissioner of Charities, placed 45 infants from Randall's Island in carefully selected boarding homes in the country from April 20 to October 1.

In all, 604 destitute children, placed in families or with their mothers in situations, were under the oversight of the various branches or Committees of the Association, on October 1, 1898.

## DEPENDENT CHILDREN.

## GENERAL CONDITIONS IN THE STATE.

In no other direction does public charity exercise so direct and potent an influence upon the lives of individuals, as well as upon the well-being of the community, as in the care of dependent children. It is natural, therefore, to consider this subject first in reviewing the history of public charities during the past year. The reports of this Association have for several years dwelt upon the unprecedented, and in our opinion, dangerous development of a system of public support of destitute children in private institutions, during the twenty years following the enactment, in 1875, of the law requiring the removal of children from almshouses to families or orphan asylums. There was unfortunately no increase, except for the first three years, in the number placed in families, but the number in asylums increased for twenty years at a rate nearly three times the rate of increase of the total population of the State.

The constitutional provision which took effect on January 1, 1895, that public money shall be paid only for the support of inmates who are received and retained in such institutions pursuant to Rules to be established by the State Board of Charities, and the well-considered Rules established by the State Board of Charities under this provision, promised to be effective, for the number of children in institutions decreased from 33,558 on October 1, 1894, to 32,644 on October 1, 1896, a decrease of 914.

In the recently published report of the State Board of Charities, giving the statistics for the year ending September 30, 1897 (the last year for which the statistics are at this time available), the institutions caring for children are not included in one group, but are classified in a series of tables. Selecting from the various tables the same institutions for children as were included in the reports for 1896 and earlier years, we find a population of 32,956 children on October 1, 1897, as compared with 32,644 on October 1, 1896, an increase in the same institutions of 312. There are also included in the 1897 report twelve new institutions, nearly all incorporated within the past few years, and not reporting hitherto. The number of children in

these institutions on October 1, 1897, was 423, making a total population of children in institutions on October 1, 1897, of 33,379, an increase of 735 over the number reported the preceding year.

While this increase is considerably less than the average annual increase from 1875 to 1894, it is most unfortunate that the restraining influences growing out of the revised constitution seem already to have lost part of their force. The cause and significance of this increase will be considered more fully in connection with the institutions in New York City.

In order that the direction in which the care of destitute children in this State has developed during the past twenty-two years may be kept clearly in mind, we print the following table, showing the number of dependent and wayward children (not including the blind, deaf and dumb, and feeble-minded), in institutions on September 30th of each year since 1875, and the number placed in families during each year.

Year.	No. of children	
	in institutions.	placed in families by adoption or indenture.
1875.....	14,773	823
1876.....	16,930	1,721
1877.....	16,903	1,143
1878.....	16,648	1,806
1879.....	18,425	1,391
1880.....	18,914	1,489
1881.....	19,450	1,093
1882.....	20,539	1,300
1883.....	20,993	1,321
1884.....	22,146	1,052
1885.....	23,910	1,296
1886.....	25,385	1,444
1887.....	24,850	1,406
1888.....	24,047	1,229
1889.....	25,386	1,309
1890.....	27,537	1,279
1891.....	28,509	1,292
1892.....	28,867	1,431
1893.....	31,000	1,241
1894.....	33,558	1,370
1895.....	33,406	1,359
1896.....	32,644	1,383
1897.....	33,379	1,215

## DESTITUTE CHILDREN IN NEW YORK CITY.

*Boroughs of Manhattan, the Bronx, and Brooklyn.*

The consolidation of New York City, Brooklyn, a portion of Queens County, and Richmond County into one municipality on January 1, 1898, brought into close relationship diverse methods of caring for destitute children. In the Boroughs of Manhattan, the Bronx, and Brooklyn, the system prevailing almost exclusively was that of public support in private institutions. In the Boroughs of Manhattan and the Bronx the bills for the support of children were paid in part from the proceeds of direct taxation, and in part from the Excise Fund. In Brooklyn the payments were wholly from taxation. Since consolidation the payments to institutions in the Borough of Brooklyn have been made from the Excise Fund. In both Boroughs there had recently been established, under the Rules of the State Board of Charities, the plan of requiring the Charities Department to examine into the circumstances of public dependents in private institutions, with power to accept or reject such dependents as public charges. This system has been continued in force during the past year.

The census of children's institutions in the Boroughs of Manhattan and the Bronx receiving public funds, shows the same general tendencies as in the State at large, a steady increase from 1875 to 1894, a steady decrease from 1894 to 1896, and an increase, though but slight, in 1897. Taking the 26 institutions which receive payments from the City for the support of destitute, neglected or wayward children (not including hospitals), we find that the number of children each year, since 1890, has been as follows:

Year.	No. of Children on Oct. 1st.
1890.....	14,550
1891.....	14,687
1892.....	15,262
1893.....	15,412
1894.....	16,858
1895.....	16,133
1896.....	15,407
1897.....	15,501

Since these privately managed institutions receive children from public officials, and receive public funds for their support, the management of such institutions and their general policy and tendencies, as instrumentalities through which public charity is administered, become legitimate matters for inquiry and consideration by any citizen. To this Association, whose purpose it is to aid in securing the wisest treatment of public dependents, and the best use of public funds, such inquiry becomes one of its most important duties.

Public officials in committing children are required to send them to institutions governed by persons of the same religious faith as the parents of the children. Accepting the general division into Catholic, Protestant and Hebrew, as made by committing magistrates, the statistics for the above-mentioned period are as follows:\*

Year.	Children in Catholic Institutions.	Children in Protestant Institutions.	Children in Hebrew Institutions.	Total.
1890.....	9,986	3,040	1,524	14,550
1891.....	10,471	3,069	1,147	14,687
1892.....	10,898	3,038	1,326	15,262
1893.....	10,880	3,085	1,447	15,412
1894.....	11,626	3,238	1,994	16,858
1895.....	11,426	2,781	1,926	16,133
1896.....	11,005	2,731	1,671	15,407
1897.....	11,023	2,906	1,572	15,501

A study of the above figures shows the following:

INCREASE FROM 1890 TO 1894.

	Increase in Number of Children.	Rate of Increase.
Catholic Institutions.....	1,640	16.4 per cent.
Protestant Institutions.....	198	6.5 "
Hebrew Institutions.....	470	30.8 "
	2,308	15.8 "

DECREASE FROM 1894 TO 1896.

	Decrease in Number of Children.	Rate of Decrease.
Catholic Institutions.....	621	5.3 per cent.
Protestant Institutions.....	507	15.6 "
Hebrew Institutions.....	323	16.2 "

\* A list of institutions, with census of each, is given as Appendix C (see p. 105).

The sharp fluctuations in the population of the Hebrew institutions is partly due to the fact that during the years under consideration the Ladies' Deborah Nursery, which had 425 inmates on October 1, 1895, was broken up. One new Hebrew institution, the Hebrew Infant Asylum, was added to the list.

There have been no changes in the list of Catholic and Protestant institutions of this character since 1890. As between these, the Catholic institutions, under the laws existing prior to 1894, show a rate of increase three times that of the Protestant institutions. From 1894 to 1896, there was a decrease in the census of both classes of institutions, but the rate of decrease in the Catholic institutions was only about one-third the rate among Protestant institutions. In other words, the tendency to collect large numbers of children in asylums as public charges and retain them for long periods of time, is, roughly speaking, three times as strong in Catholic as in Protestant institutions.

That the number of Catholic families who live near the line of extreme poverty is much greater than the number of Protestant families so situated, is very probable, but that pauperism is increasing three times as fast among the one class of families as among the other, is exceedingly improbable. The greater tendency on the part of the Catholic institutions to increase their numbers, not being accounted for by the needs of the population, can only be explained by a difference in the management.

It is particularly gratifying, therefore, to note the organization of the Catholic Charities Association in the Archdiocese of New York, among the duties of the Parish Committees of which, is that of ascertaining what Catholic families in the parish are willing, as a work of charity, to accept and care for children, whether boys or girls, sent to them from charitable or reformatory institutions, and to exercise an oversight over children placed in such families. The remarkable success of the New York Foundling Hospital in securing homes, by adoption, for thousands of its children, is the best evidence, that with due effort, homes might be provided in Catholic families for many hundreds of the children now supported by the public in Catholic institutions, to the great advantage of the children.

and the lessening of the burdens of the community. However admirable the management of the institutions, however well suited to the temporary care of children, they can never equal the family as a place for the rearing of children from early years to the age of self-support and self-guidance.

The figures given above were based on the total census of the institutions, including a few children supported in whole or in part by private funds. The amounts paid by the City to these institutions] year by year on a *per capita* basis, show a similar decrease from 1894, this decrease being arrested in the latter part of 1897, while the first half of 1898 shows a slight increase over 1897. The figures are as follows:

Year.	Amount paid by City.	Decrease from 1894.
1894.....	\$1,771,636 71	
1895.....	1,733,528 40	\$38,108 31
1896.....	1,672,761 92	98,874 79
1897.....	1,620,070 84	151,565 87
Total.....		<u>\$288,548 97</u>

The above statistics include payments to the New York Foundling Hospital. Under an opinion rendered by a former Corporation Counsel, the circumstances of inmates of this institution, most of whom are not strictly speaking foundlings, but are taken to the institution by their parents or relatives, have not been investigated under the Rules of the State Board of Charities, and the amounts paid to it have continued to increase year by year. Omitting this institution, since it has not been included in the operations of the Rules, the payments to the remaining institutions show a still more marked decrease from 1894 to 1897, being as follows :

Year.	Amount paid by City.	Decrease from 1894.
1894.....	\$1,485,943 91	
1895.....	1,446,320 20	\$39,623 71
1896.....	1,377,970 21	107,973 70
1897.....	1,307,377 94	178,565 97
Total decrease since 1894.....		<u>\$326,163 38</u>

The payments by the City for the first half of 1898 amount to \$816,858.62, or at the rate of \$1,633,717.24 per year, which would be an increase of \$13,646.40 over 1897.

Deducting payments to the New York Foundling Hospital during the first half of 1898, the remaining items amount to \$657,289.17, or at the rate of \$1,314,578.34 per year, which would be an increase of \$7,200.40 over the payments to the same institutions in 1897.

The payments made by New York City to these 25 institutions during 1895, 1896 and 1897 were therefore \$326,163.38 less than they would have been had they continued at the same rate as in 1894. This decrease is, without a doubt, due to the provisions of the Revised Constitution, the Rules adopted by the State Board of Charities under these provisions, the work of the Inspectors of that Board, and the employment of a staff of Examiners of Children by the Department of Public Charities, to investigate the circumstances of the parents of children supported by the public, at the time of the proposed commitment, and at intervals thereafter. But even this sum does not measure the full extent of the saving to the City. There would undoubtedly have been, as during many preceding years, a steady increase, so it is well within the mark to say that during the years 1895, 1896 and 1897, the new system saved the City half a million dollars.

While the saving of half a million dollars is a matter of some moment, it is, of course, the least important feature of this problem. In fact it is simply a rough standard by which we may estimate the extent of vastly more important benefits, the enforcement of parental responsibilities, the diminution of protracted institutional life, and an increase in the proportion of children in this city living under normal relations to their families and to the community.

So far as a more rigid scrutiny of the admissions to the institutions, and a sifting out of children whose parents have subsequently become able to support them, are concerned, the forces which were set in operation in 1895, and which proved effective in that year as well as through 1896 and the greater part of 1897, seem to have lost something of their force in the latter part of 1897, since which time the causes which led to the amazing growth from 1875 to 1894 have again begun to bear their natural fruit.

As pointed out in our last report, there is also needed, in addition to closer scrutiny of admissions and a yearly reinvestigation of cases, a greater effort to provide permanent free homes in families, by adoption or agreement, for such children as are likely otherwise to be permanent charges upon the community and to be consigned to institutional life until they reach a self-supporting age. The statistics of the number of children placed in families by the various institutions during the year ending September 30, 1898, are not yet available, but there is no evidence of any marked change as compared with previous years.

During the summer of 1898 this Association extended the work hitherto carried on by several of its County Committees, with a view to ascertaining, by actual experiment, the extent to which it is possible to secure desirable homes for children in this State. This work is more fully described elsewhere (see p. 16), and we need state in this connection only the fact that the results are encouraging, and indicate that with a well-organized system a large number of good free homes can be found in our own State. Whether this number will ever be adequate to meet the needs of a State which has such a large urban population, can only be definitely ascertained after a much more extended effort has been made for a series of years. Such evidence as is at hand tends to the conclusion that it will always be necessary, as well as desirable, in addition to utilizing the available homes of this State to secure homes in other and more largely agricultural States for a large number of the destitute children of this commonwealth.

At the present time, therefore, it has to be said that the new Constitution which it was hoped would regulate the system of granting subsidies to private institutions, after being remarkably successful and effective for about three years, appears to have lost something of its restraining force. Placing-out from the institutions has not developed largely, but hopeful beginnings have been made. Clearly, the duty of the hour is to labor for both these objects; to make the constitutional provisions effective in restraining admissions and in stimulating the discharge of those who cease to be proper public charges,

and to develop an efficient placing-out system throughout the State.

If, ultimately, these efforts should be unavailing, there will remain no other resource except a radical change of system. Should it prove to be impossible to secure a reasonable control over the grants to private institutions, as a class, so as to make the public aid truly beneficent in its results, then this State should discard the present system, and adopt the system of nearly all the other States in the Union—public charges to be supported in public institutions, under the management of public officials, and the subjects of private charity in private institutions receiving no public aid. The good condition of most of our State institutions, the steady improvement in our municipal and county charities, and the undoubted success of State and city institutions in other States, prove that the task of public care of public dependents is not a hopeless one; and that the abuses arising from politics in public charitable institutions, grievous as they are, are not sure to be worse than the evils that sometimes develop in other systems.

In April last a question arose as to the proper construction of Section 665 of the Charter. This section provides that when any child is brought before a Magistrate "pursuant to Section 888 of the Code of Criminal Procedure, or is found destitute of means of support," the Magistrate shall fix a day for the hearing, and shall give notice to the Commissioner of Public Charities of the borough, who shall investigate the circumstances and report to the Magistrate on or before the day of final hearing. Section 888 of the Code of Criminal Procedure relates to the commitment of truant children. An opinion had been rendered to the President of the Board of City Magistrates by the President of the Society for the Prevention of Cruelty to Children, to the effect that this section of the Charter is applicable only to children who are at the same time both truant and destitute, and that it does not apply to children who are brought before a Magistrate on the ground of destitution alone. The opinions of the legal members of our Committee on Children, Hon. Joseph H. Choate and John B. Pine, Esq., were secured upon this point. Both held that the language of the

statute is clearly applicable to all destitute children. A copy of their opinions was sent to each of the City Magistrates. This was also the opinion of the Committee on Legal Questions of the Charity Organization Society, and this view was taken by the Magistrates. The matter is one of great importance, inasmuch as it seems to have been the clear intent of the framers of the Charter to make a clear distinction in this section as between destitute children and children brought before Magistrates upon other charges, and to confer upon the Commissioners of Charities certain powers and responsibilities in regard to destitute children.

Perhaps it may not be out of place at this time to record our strong conviction that it is a grievous wrong to include destitution in the Penal Code as one of the offenses for which a child may be arrested and brought before a Magistrate. Destitute children should not be in any respect treated as though they were offenders. To secure their support as public charges is not properly a judicial function, but is a part of the relief of the poor, and as such should be vested exclusively either in a separate department created for this purpose or in the Department of Public Charities.

*Borough of Queens.*—In Queens County, including that portion which became the Borough of Queens of New York City, on January 1, 1898, a mixed system of township and county poor relief had prevailed, and the plan of caring for destitute children was that which had been handed down from a period in the early history of the State which preceded the establishment of poorhouses or orphan asylums. Each town boarded its destitute children in private families selected by the Town Overseers of the Poor, and the County Superintendents of the Poor also boarded in families certain of the destitute children, who, having no settlement in any town, were county charges. While boarding-out was the prevailing system, some of the children were maintained in the Temporary Home for Children at Minerva. On January 1, 1898, all the children in the portion of the county annexed to New York City became wards of the Commissioner of Public Charities for the Boroughs of Brooklyn and Queens. This Association, believing that the boarding-out

system is particularly well adapted to the care of children in rural or semi-rural communities, provided always that it is carried out faithfully and intelligently, offered to visit the children boarding in the Borough of Queens and report upon their condition to the Commissioner. The Commissioner accepted the offer, and in March, 1898, and at intervals thereafter the Assistant Secretary of the Association visited these twenty-nine children. It was encouraging to find that a large majority of them were in very satisfactory homes, receiving excellent training, and being fitted in every way for lives of self-support and usefulness. The Association, through its Assistant Secretary, has continued an oversight over these children, and has provided permanent free homes for two of them. Its services in these, as in all other directions, have been rendered to the City gratuitously.

*Borough of Richmond.*—In the Borough of Richmond the boarding-out system had been the accepted plan of caring for destitute children for more than twenty years. For a long time the children were placed in families selected by the Committee of this Association. In 1880, the Society for the Prevention of Cruelty to Children was organized. The system of commitment by Magistrates gradually grew up by the side of that of acceptance as public charges by Overseers or Superintendents of the Poor. In both cases the children were boarded-out. The selection of families and supervision of the children placed at board were carried on by the above-mentioned society, its active workers in this field being the persons who had hitherto carried on the same work as members of the Local Visiting Committee of this Association, and who remain the president and secretary of our committee. The co-operation with the Magistrates and Overseers and Superintendents of the Poor was most cordial, and the number of destitute children, in proportion to the population, was very small as compared with most counties of the State.

The Commissioner of Public Charities for the Borough of Richmond, who took office January 1st, 1898, while avoiding any statement of his plans, seemed to be unwilling to co-operate in a system which his predecessors had found most satisfactory for a period of twenty years. It was seriously proposed that

children bred to the out-door life and freedom of the country, should, upon becoming destitute, be committed to institutions located in the most densely populated portions of the Island of Manhattan, institutions which, however admirably managed and however well suited to the needs of the destitute children of Manhattan, could but seem prison-like to children accustomed to the out-door life of the open country. Interminable delays occurred in the payment of the bills rendered by the families boarding the children. Difficulties and complications beset at every turn those who for years had freely given their time and strength to securing the best possible care for the destitute children of Richmond County. Finally, in July the families who had cared for children received from the Overseers or Superintendents of the Poor, were paid, while those who had cared for children received from Magistrates are still unpaid. Children who have become public charges since January 1st, have apparently been sent to institutions. At this date the matter remains in an unsettled and most unsatisfactory state.

#### PLACING CHILDREN IN FAMILIES.

Our last annual report spoke of the need of additional placing-out facilities in this city, as follows:

"The 15,000 children supported by New York City in institutions when the Revised Constitution took effect, may be divided into three classes:

1. Those whose parents or whose surviving parent in the case of half orphans, made some partial payment toward their support, or had parted with their children temporarily and hoped to be able to re-establish their households and resume the charge of their children.

2. Children, originally committed or surrendered as destitute, whose parents had become able to resume the burden of their support, but had neglected to do so.

3. Orphans and children whose parents through cruelty, long continued neglect or desertion, had forfeited all parental rights in the eyes of public opinion as well as of the law.

For the first class, an institution properly provides a temporary home, and awaits the day when the child may be reclaimed by its parents.

The second class are being returned to their parents through the work of the Examiners for Dependent Children.

For the third class no adequate provision has as yet been made. For them there is, or should be, no longer the possibility of a return to their parents. They must be provided for in some other manner during their childhood. Parental rights do not in their case interfere with placing them in a private family by adoption or by simple agreement. These children should clearly be placed in family homes at the earliest opportunity, for the double purpose of giving them normal surroundings and of decreasing the public burden. Up to this time neither the rules adopted by the State Board of Charities nor the work of their Inspectors, nor of the City Examiners of Dependent Children have resulted, so far as known, in any actual increase in the facilities for placing children in family homes. This is undoubtedly the next step, and a most important one in perfecting the care of destitute children in this city."

The need of the City of New York is also the need of the State as a whole, though in slightly less degree. The development of placing-out agencies has not kept pace with the growth of asylums.

This Association has long looked forward to a time when, through its Committees in the various counties of the State, in co-operation with the central office, it might contribute more generally to the solution of this problem of finding homes for destitute children. The organization of the Association, with its branches in the rural counties as well as in the cities, with several hundreds of active workers, many of whom are identified with their local children's institutions, and with its record of positive achievement during twenty-five years, seems to place it in a peculiarly favorable position for meeting this need, to the extent that satisfactory homes can be provided in this State.

Our Richmond County Committee has carried on for nearly twenty years with excellent results the work of caring for the destitute children of the county in families. The Newburgh Agency for Placing-out Children, maintained by our Newburgh Committee for the past four years, has also been remarkably successful. Our Allegany County Committee has co-operated with the Superintendent of the Poor for some years in finding homes for children and maintaining an oversight over such children subsequently

In March last the Association took under its supervision the dependent children boarding in families in the Borough of Queens, and soon after extended its oversight to the remaining portion of Queens County. For some of these children it was desirable to provide permanent free homes. When informed of our purpose to secure such free homes, the Commissioner of Charities for the Boroughs of Brooklyn and Queens expressed a willingness to place also dependent children in the Borough of Brooklyn in homes secured by us. This offer, and the opportunity of supplementing the work of several of our County Committees, made it particularly desirable that the Association should extend at once its work of finding free homes for destitute children in this State. It was decided to do whatever could be done by the present office staff, in addition to their other duties, and a brief account of the results of this effort from the latter part of June to October 31st is as follows:

Through correspondence and advertisements, 160 applications from families desiring to receive children were received between June 20th and October 31st. Each application was first investigated by correspondence with the applicant and his references, and with members of our local committees, or other persons known to be of good standing, residing in the same locality as the applicant. If all the replies were favorable as to the applicant's character and his ability to offer a child proper educational and other advantages, the home was then investigated by a visitor from the central office. Of the 160 applications, 11 were withdrawn, 25 were investigated and disapproved, 38 were investigated and approved, and 86 had been only partially investigated on October 31, 1898.

Of the 160 applications, 121 were for girls, 31 for boys, and 8 for either girls or boys. Of the whole number, 91 were for children over 10 years of age, 63 for children 10 or under, and 16 did not specify any age. The applications came from 20 different counties in the State, and 11 were received from other States. Of the 149 applications from families residing in this State, the leading counties were as follows: Suffolk, 33 applications; Dutchess, 33; Rockland, 13; Queens, 13; Columbia, 13; Delaware, 9; Ulster, 6; Livingston, 5, and from 12 other counties less than 5 each.

By October 31, 1898, children had been placed in 18 of the 38 homes that had been fully investigated and approved. The children were received from the following sources:

Brooklyn Industrial School Association and Home for Destitute Children .....	11
German Catholic Orphan Home.....	1
German Odd Fellows' Home and Orphan Asylum.....	1
Infants' Hospital on Randall's Island.....	2
Boarding in Borough of Queens.....	1
From individuals.....	2

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18

The children have ranged in age from two baby girls of 7 months to a boy of 16 years. The 6 boys placed-out are all over 10 years of age; of the 12 girls, 5 are 10 or under. With the exception of one or two of the older girls, the children are in every case received as members of the family, sent to school and to church and Sunday school, and in every way treated like sons and daughters. In the case of the younger children, the families are very anxious that it shall not be known that the child comes from a charitable society, and many harmless fictions are resorted to as to the "friends" from whom the children come.

The families taking children are generally well-to-do farmers or shop-keepers, who have no children or whose children have grown up and have left home, or who have only sons and want a daughter. Their chief motive in taking a child is to have some young life in the house, "for company," as they express it. "I want a child I can love," many of them say. Children are always taken to the homes by the employees of the Association; never sent in care of the conductor, or allowed to go with persons not connected with the Association.

In placing-out children, the Association reserves the right to remove the child at any time if, in its judgment, such a course should become desirable. The family is at liberty to return the child if at any time it should decide to do so. The child must be treated in every way as a member of the family; properly clothed, sent to school, to church and Sunday school, taught to be useful, and fitted for a life of self-support. Boys are to be taught farming or some trade, and must receive some remuneration for their services, after they leave school. One crippled

boy of 14, who is learning the printing trade, and living in the family of the editor of the newspaper, will be paid a small sum yearly while in school, and the amount will be doubled after he leaves school. A 15-year-old girl, the oldest girl placed out, does not attend school and is paid wages for her services as nursery governess, but will be sent later, if she desires it, to the Northfield Academy, or some other similar institution, at the expense of her employer. The children of school age will attend regularly, and monthly reports of their attendance will be secured from the teachers.

In each case an investigation was made by us of the circumstances and character of the parents or relatives of the children for whom it was proposed to provide homes. If they were found to be of good character, they were fully informed as to the proposed home and their co-operation was enlisted. In one case of a girl 12 years of age, whose only relative was a very worthy sister who was at service, the Association paid the expenses of the sister to visit the home, and she was so pleased with it that she readily gave her approval. In another case the grand-parents of a little girl 10 years old who were in reduced circumstances, but were very respectable and very anxious for the welfare of their granddaughter, were visited, and after a week's consideration, gave their full consent to placing their orphan granddaughter in a family whose circumstances were fully explained to them.

Without stating further particulars, we have, perhaps, suggested the spirit in which the work was undertaken, and the degree of success that has been attained. It was our effort to secure children who would not otherwise have been placed-out, and to act in fullest co-operation with the public officials, the managers of the institutions, and the parents or relatives of the children, if of good character.

There is every reason to believe that none of the 18 children for whom we have found homes would have been placed in families, had it not been for the work undertaken by us. The original aim was kept clearly in mind--that of supplementing any and all existing placing-out agencies, and not in any degree of undertaking the work which they were already performing.

Through the visits to the families of children in institutions, a considerable number of parents were found who were able and willing to support their children, and were in every way proper persons to do so, so that almost as many children were returned to their own parents as were placed-out in families. As the results of visits to 13 families, whose children were being supported by the City in the Borough of Brooklyn, 10 children were secured for placing in families, and 6 were taken home by their parents or relatives, who had been found to be proper persons to care for their children and were willing and able to do so.

Without exception, the Association has found the institutions entirely ready to co-operate, when our methods and purposes have been fully explained, and in no case has there been a radical difference of opinion as to whether or not a child should be placed-out when all the facts in the case have been brought to light. The hearty co-operation of the Managers and Superintendent of the Brooklyn Industrial School Association and Home for Destitute Children should be particularly mentioned, as also that of the German Catholic Orphan Home, and German Odd Fellows' Orphan Asylum. The Commissioners of Public Charities of the Boroughs of Brooklyn and Queens and of the Boroughs of Manhattan and the Bronx have shown every desire to promote the welfare of children who are public charges, by placing them in homes by adoption, whenever suitable and carefully investigated homes are offered.

It is the hope of the Association that before the close of the present year a special agent may be employed to carry on this work, and that we may be able gradually to extend our co-operation to a larger number of institutions in various parts of the State. The experience of the past summer shows conclusively that a considerable number of very desirable homes can be found in this State, and that many children, who, on account of having parents or relatives whose character is such as to entitle their wishes to respectful consideration, could not be sent to the West, can be placed in families in this State. We do not in the least question the wisdom and necessity of sending many children, particularly boys from 10 to 16 years of age, to more distant localities, but, in addition to this, there should be carried on in

all parts of this State the work of finding homes in worthy families for destitute children, until the resources of this State are ascertained and fully utilized.

#### BOARDING-OUT IN QUEENS (NASSAU) COUNTY.

In that part of Queens County which on January 1, 1899, will become Nassau County, the boarding-out of children is carried on by both the County and the townships. During the past summer the Association undertook the visitation of these children, in co-operation with the Superintendents and Overseers of the Poor. At that time 8 children were boarded in families by the county, 24 by the Town of Hempstead, and 12 by the Town of Oyster Bay. The county charges and most of the Hempstead Town charges were visited by this Association in their boarding homes before the 1st of October, and the others are now being visited. The county charges were, with one exception, found to be boarding in good homes where they were treated in every way as members of the family. In the case of one doubtful home, it was found that the child could not be removed on account of legal rights gained by the foster-parents from the deceased parents of the child. Promises of improvement were made, the house was enlarged, and the payment of board was discontinued. One of the county charges was found to be boarding with her own mother, and, on our recommendation, the payment of board is about to be discontinued. The County of Nassau will, therefore, have only 6 children boarding in family homes.

The 24 children who are boarded in families by the Town of Hempstead are in homes which are, on the whole, somewhat inferior to those in which the County and the Borough of Queens board their charges. Of these 24 children (11 girls, 13 boys), 8 (4 girls and 4 boys), were found to be boarding with either parents or grand-parents. This of course is not boarding-out in any proper sense, but is simply an indirect and very undesirable form of out-door relief. Six (2 girls and 4 boys) of these 24 children are colored. While some of the homes are excellent and others fairly satisfactory, a few are undesirable, and the children will undoubtedly be removed by the Town Overseers upon our recommendation.

## AGENCY FOR DEPENDENT CHILDREN OF NEWBURGH.

The Agency for Dependent Children, established in October, 1894, by the Committee of this Association for the City and Town of Newburgh, has continued its admirable work for the destitute children of that locality during the past year. The two principal objects of the Agency are a careful supervision of children placed in families from the City of Newburgh, and the finding of such additional free homes in families as may be needed for destitute children who are charges upon public or private charity, in that locality.

At the beginning of the year, October 1, 1897, the Agency had under its supervision 75 children, of whom 57 had been city charges, 8 came from the Home for the Friendless, and 10 from individuals. These children were visited in all cases at least once, and some of them several times during the year; monthly reports were received from the teachers of the public schools attended by the children who are of school age; and correspondence was maintained with the foster-parents and with many of the children. By all these means the Agency has kept itself informed as to the treatment, education, and moral and religious training of these children, and is able to give positive assurance to the citizens of Newburgh that the children to whom that city stands in the position of legal guardian are not neglected or abused, but are receiving the kindly treatment and educational opportunities that in an American city, in these closing years of the 19th century, are recognized as the rightful heritage of every child.

The second object of the Agency is to find additional free, permanent homes for children who become dependent upon public or private charity. By advertisements and other means, 46 applications from families desiring to receive children were received during the year. Applications are carefully investigated by correspondence and by personal visitation. As a result, 20 were, after full investigation, approved, 20 were disapproved, and 6 had not been fully investigated at the close of the year. Of the 20 homes that were approved, 12 were provided with children, of whom 6 had been city charges (5 directly from the Children's Home, and 1 replaced), 3 were from the Home for

the Friendless, and 3 from individuals. All these homes were in the State of New York.

Thirty-three applications for admission to the Children's Home were investigated during the past year and the facts reported to the Almshouse Commissioners. The information thus secured is useful, not only in determining the question of admission to the Home, but in deciding upon the later disposition of the children, if admitted.

The number of children in the Children's Home on October 1, 1897, was 34. There were received during the year by commitment of Almshouse Commissioners, 33; total, 67.

Discharged to parents .....	25
Placed-out in families .....	5
Ran away .....	4
Returned to guardian .....	2
Placed in hospitals or other institutions .....	3
	<hr/> 39

Remaining in Children's Home September 30, 1898, 28.

The following comparison between the population of the Children's Home, which was seriously overcrowded when the work of the Agency began in October, 1894, and on October 1, 1898, is of interest:

	Oct. 1, 1894.	Oct. 1, 1898.
Number of orphans .....	4	0
Number of half orphans .....	21	17
Children having both parents living .....	20	11
Total .....	<hr/> 45	<hr/> 28

Of the children in the Home October 1, 1898, 18 were boys and 10 girls. The number of children who have been in the Home more than two years is now only 6 as compared with 21 when the Agency began its work four years ago.

The visits made to the parents of the children by the Agent from time to time have resulted in much greater faithfulness on their part in retaining an interest in their children and in contributing to their support. In fact, of the 28 children in the Home October 1, 1898, there were only 9 for whom more or less payment had not been made during the year by their parents. The amounts received by the city for the

board of children in the Children's Home during the past six years are as follows:

Year ending March 1, 1893 .....	\$62 00
"    "    1894 .....	184 00
"    "    1895 .....	246 91
"    "    1896 .....	232 75
"    "    1897 .....	262 00
"    "    1898 .....	469 50

It will be noted that while the number of children in the Home has decreased one-third, the payments have increased seven fold. That both these results are due almost wholly to the work of the Agency cannot be doubted.

The expense of maintaining the Agency during the past year was \$836.25, of which amount the Almshouse Commissioners contributed \$400, the remainder being met by voluntary contributions. The expenses were met entirely by voluntary contributions from October, 1894, to December, 1896, since which time the city has contributed \$33.33 per month.

During the year, 8 children were added to the list under the supervision of the Agency (not including those in the Children's Home), and 2 were removed from the list. One of these is now a young man who is married and is a respected foreman in a factory; the other is a girl returned to the care of her mother. The number remaining under supervision at the close of the year was 81, of whom 74 were in families, 1 in a hospital, and 6 in institutions for special training.

Special mention should be made of a young girl 6 years of age, who, after a course of treatment in a New York hospital for a persistent disease, was pronounced no longer in need of hospital treatment, but was still delicate and required special care and oversight. Permission was given by the Almshouse Commissioners to board her in a family at the expense of the city for a period of three months. This permission was subsequently extended to ten months. The girl is giving every evidence of decided improvement physically, mentally, and morally, under the fostering care of a carefully selected family home, and the constant supervision of the Agency.

Some of the families with whom children were placed prior to the establishment of the Agency, while respectable people, and

kindly disposed toward the children, do not feel able to provide reading matter which would stimulate the children's interest and ambition. The Agency has, therefore, expended the sum of \$10.80, kindly contributed by the Balmville Union Sunday School in February last, in sending the Youth's Companion to 11 of the older children under its care.

The co-operation between the Agency and the Almshouse Commissioners and the Superintendent of the Poor has been most cordial throughout the year. To these officials, to the physicians who have freely and cheerfully given their services when needed, and to the citizens of Newburgh, who have contributed to the support of the Agency, the Committee extends its assurances of appreciation and gratitude.

#### SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH BABIES.

[This Sub-Committee was established by the Standing Committee on Children in June, 1893.]

The object of this Sub-Committee is to provide situations at service in the country for destitute mothers with their babies. The purpose in so doing is to prevent the separation of mothers from their children, and thus to save the lives of the children by affording them the benefits of maternal care and love, and to strengthen, if need be, the character of the mother by encouraging and assisting her to discharge her responsibility toward her child.

The number of situations provided during each year since its establishment is as follows:

During 16 months ending September 30, 1894.....	185
“ year “ “ “ 1895.....	277
“ “ “ “ “ 1896.....	297
“ “ “ “ “ 1897.....	311
“ “ “ “ “ 1898.....	341
Total.....	1,411

The number of mothers who had not previously sought our assistance, but who were provided with situations, with their children, during the past year, is 185, as compared with 177 during the preceding year. The number of institutions or societies

who know of the work of this Committee, and testify to their appreciation of its value by sending mothers with children to its office, is shown by the following table, showing the sources from which these 185 mothers, with their children, were sent to us:

New York Infant Asylum .....	20
Charity Organization Society .....	17
Superintendent of Out-Door Poor .....	17
Nursery and Child's Hospital .....	13
Wetmore Annex .....	11
Brooklyn Bureau of Charities .....	9
Joint Application Bureau of C. O. S. and A. I. C. P. ....	9
Madison Square Church Mission .....	6
Margaret Strachan Home .....	5
Infants' Hospital, Randall's Island .....	5
New York Foundling Hospital .....	3
Maternity Hospital, Blackwell's Island .....	3
United Hebrew Charities .....	3
Nurses' Settlement .....	3
St. Barnabas' House .....	3
Nineteen other institutions .....	25
Individuals i. e., previous employers, women who have had situations, or others .....	35
	<hr/> 185

Of these 185 women, 60 were young unmarried mothers, especially in need of sympathetic counsel and kindly protection; 26 were widows, and 99 were deserted wives or women whose husbands through illness or other cause could not support them.

The ages of the children were as follows:

Under one year .....	76
Between one and three years .....	67
Over three years .....	42
	<hr/> 185

The birth-places of the children were as follows:

Maternity Hospital, Blackwell's Island .....	16
New York Infant Asylum .....	14
Sloane Maternity Hospital .....	13
Nursery and Child's Hospital .....	7
Mothers' and Babies' Hospital .....	5
New York Lying-in Hospital .....	4
Brooklyn Maternity Hospital .....	4
Emergency Hospital .....	3
Other institutions and hospitals .....	24
In private homes .....	95
	<hr/> 185

Of the 422 children under our care, 7 died during the year, 5 while the mothers were working in situations, and 2 in hospitals to which they had been returned on account of illness, a mortality rate of  $1\frac{7}{10}$  per cent. We know of no other method of caring for large numbers of young children which can show anything like so low a mortality rate. The fact that the Agency has been able to maintain during the five years of its work a mortality rate varying from  $\frac{1}{10}$  of one per cent. to  $3\frac{1}{10}$  per cent. among the children under its care, is the strongest possible proof of the wisdom and beneficence of its methods. Even in the best regulated private institutions for the care of children less than two years of age, without their mothers, the death rate is usually from 20 to 30 per cent., while in public institutions it has been as a rule much higher, approaching, among certain classes of children, 90 or even 100 per cent.

The economy of this method is not less marked, though it is less important, than its saving of life and character. The total expenses of the Agency were \$1,979.31, an average of only \$4.69 for each of the 422 mothers and babies who have been under our care during the year.

The ultimate results of our work vary with the circumstances and personal characteristics of our beneficiaries. A number of widows and deserted wives need only temporary assistance and are able after a few months to return to their relatives or to re-establish their own households. Occasionally a mother seeks a situation with her child while her husband is recovering from illness, or from some other reason is unable to support his family. In all, 152 women placed in situations by us, have during the year made other provision for themselves and their children. A large majority of them, as shown by the following table, have not parted from their children, and have not allowed themselves or their children to become charges upon public or private charity, but have rejoined that larger portion of the community which neither seeks nor needs assistance from charitable sources:

Returned to husbands.....	20
Found work in the city, keeping children.....	16
Went to relatives, keeping children.....	14
Went to institutions with children.....	13
Placed children to board in the city:	
With relatives .....	8
With other families.....	5
	— 13
Found work in the country, keeping children.....	11
Placed children in institutions.....	10
Married, keeping children.....	7
Children died and women provided for themselves.....	6
Placed children to board in the country.....	5
Placed child for adoption.....	1
No information as to whereabouts after leaving situations.....	18
Left situation and not replaced because:	
Too ill to work.....	5
Have very defective sight .....	2
Hard drinkers.....	2
Unwilling to work in the country.....	1
Dishonest.....	1
Did not wish situation again with child.....	2
Asked work again which could not be given at once.....	5
	— 18
	152

270 women remained in situations in the country with their children on October 1, 1898, under the watchful oversight of the Agency.

#### REPORT OF JOINT COMMITTEE ON CARE OF MOTHERLESS INFANTS

*To the Boards of Managers of the Association for Improving the Condition of the Poor, and the State Charities Aid Association.*

April 1st to October 1st, 1898.

Early in the present year the attention of the Association for Improving the Condition of the Poor, and the State Charities Aid Association, was specially directed to the needs of the foundlings and other motherless infants cared for by the city in the Infants' Hospital on Randall's Island.

Among the foundlings, the death rate had been appalling. During the year ending September 30, 1895, there were received 129 foundlings, of whom 4 were reclaimed almost immediately by their parents, 1 was adopted the day after its

admission, and the other 124 died—a death rate, among those who did not leave the institution almost immediately after admission, of 100 per cent.

During the next year 131 foundlings were received, of whom 6 were adopted, 1 lived to be two years old and was transferred to another institution, and the other 124 died—a death rate, among those not adopted, of 99 2-10 per cent.

During the year ending September 30, 1897, there were received 191 foundlings, of whom 2 were reclaimed by their parents, 8 were adopted, 2 were transferred to other institutions, 2 remained in the Infants' Hospital at the close of the year, and the remaining 177 died—a death rate, among those not adopted, reclaimed by parents, or sent to other institutions, of 98 9-10 per cent.

It will be seen that practically all the foundlings who were not adopted or reclaimed by their parents, died.

Other large cities, notably Boston and Philadelphia, finding the death rate among similar children in their public institutions equally high, had tried the plan of boarding the foundlings in families, and had reduced the mortality from 95 and 100 per cent. to from 20 to 30 per cent.

The two Associations above mentioned, with the consent and approval of their respective Boards of Managers, appointed each a Committee of five, to act as a Joint Committee in assisting the city to secure better care of the foundlings and other motherless infants under its charge. The generous contribution of Mrs. M. Orme Wilson enabled the Committee to undertake active work. After a careful study of the matter, and consideration of a report of a special investigation of the Massachusetts system, made by the Secretary of the State Charities Aid Association, who visited Boston for this purpose in January of the present year, the Committee submitted the following proposition to the Commissioner of Public Charities for the Boroughs of Manhattan and the Bronx:

The Joint Committee promised to pay the salary and office and traveling expenses of an agent for a period of one year, and to provide clothing, special food if needed, medicines and medical attendance, and to meet whatever other expenses might be involved, if the Commissioner would place a certain number of

foundlings or motherless infants, say 25 or 50, in families in the country, to be selected by the Agent of the Joint Committee, and would pay \$2 per week toward their board. The Committee agreed also to pay such sum in excess of \$2 per week for board as might be necessary in order to secure a high grade of homes.

The Commissioner accepted this offer, and the Committee undertook to secure the services of an experienced agent. A young woman, who had had extended experience in this kind of work in Philadelphia, left her position there to accept the offer of the Joint Committee, and the work was begun on April 1st. Advertisements in local papers in Westchester and Queens counties secured a considerable number of applications for babies, a number of which, after being thoroughly investigated by correspondence and personal visits, were found to be from very excellent people, who were able to give a child intelligent and faithful care. By April 20th, the Committee had a number of approved homes at its disposal and was ready to receive the children.

The Commissioner directed that the children to be boarded out should be selected from those in the Infants' Hospital by the Superintendent and Resident Physician in conference with a representative of this Committee. A large number, probably a majority, of the children removed from the Infants' Hospital by the Joint Committee were rapidly losing in weight and vitality when removed; a few were apparently almost hopeless cases, but were removed by the Committee because this seemed to be their only chance of life. The number of babies received from April 20th to October 1st was 45.

The babies have been under the constant supervision of the Agent of the Committee, who has visited most of them almost every week. They have been under the care of the best physicians in the localities in which they have been placed. The localities to which they have been sent are as follows:

White Plains and vicinity .....	22
Mount Vernon .....	9
Borough of the Bronx .....	6
Borough of Queens .....	6
Yonkers .....	2
	<hr/>
	45

A member of the Committee, Mrs. Henry Oothout, visited Randall's Island frequently during April, May and the early part of June, to oversee the selection of the children, and also visited in June all the children boarding in the vicinity of White Plains. The following is quoted from her report:

"On the 19th of April I made a careful inspection of each ward of the Infants' Hospital and selected 7 babies to be removed to families; 3 of these were placed in good homes at once, but the other four were lost to us by hospital quarantine or death before we could remove them. Visits were also made to the Infants' Hospital on the 25th and 30th of April. A serious hindrance was found in the measles then prevailing at the Infants' Hospital, which at one time kept four wards in quarantine and reduced the number of eligible babies, besides making those who survived more delicate. Two of the babies developed measles after their removal to families, one of whom died. Visits were also made to the Island for the purpose of selecting babies on May 9th, 17th, 20th, 31st, and June 7th. On the last date I selected 9 babies, 4 of whom were in good, 1 in fair and 4 in very poor condition, whose only chance of life was through removal to the country. On my last visit I arranged for the continuation of the work during the summer, and the Agent has been favored with the kind co-operation of those in charge, through her onerous and exhausting labors.

"Before leaving the city I visited the homes in White Plains, and saw our babies, and was much pleased with the high grade of the homes, and with the intelligence, care, and in some cases real affection, shown by the women in charge of these little waifs. The homes were good frame houses with some ground about them, and well placed for air and sunshine, occupied by neat, self-respecting families, generally without young children. The woman gave her care willingly to the baby, treating it as her own, and the sum paid for board gave her a little ready money. Nothing could have been more satisfactory than the outlook for these children, nor more convincing as an argument in favor of the boarding-out system.

"During the summer, weekly reports were sent me by the Agent, and on the 15th of July and the 19th of September I

spent some hours at the office in conference with her, and examined the books, expenses, &c.

"The mortality this summer was excessive, even among mothers' babies in the city and country, and necessarily greater among our weaklings. The babies who survived at the Infants' Hospital were almost without exception wet-nursed, and even among them in August there was a heavy death rate.

"I have great confidence that the next six months will show an encouraging gain in infant life saved by boarding-out, and that many little waifs will in this way be adopted into permanent and loving homes."

The Secretary of the State Charities Aid Association visited all the homes except two, in September, and reports them fully equal to those secured in Massachusetts and Pennsylvania.

The extreme and very unusual heat of the past summer, which resulted in a death rate in the city as a whole, during the month of July, among all classes of children under one year of age, including those nursed by their own mothers, of  $32\frac{2}{10}$  per cent., and the condition in which the children were received from the Infants' Hospital, have together constituted the severest test to which the plan could possibly be put. The Committee, moreover, could not, of course, select its children with a view to securing a low death rate, but rather has endeavored to do the very best possible in each case for those for whom there was no hope on Randall's Island. Notwithstanding these unfavorable conditions, the death rate among the boarded-out foundlings has been very much lower than in the Infants' Hospital in any of the three years above mentioned. The Committee received up to September 30, 1898, 45 children, of whom 16 were living September 30, 1898; 1 had been returned to the Infants' Hospital for special reasons, and 28 had died—a mortality rate of  $62\frac{2}{10}$  per cent. This figure compares very favorably with the records of the three preceding years, and it must be borne in mind that it covers only about five months, including the portion of the year that is most dangerous to child life. The Committee believes that, by the end of the year covered by the agreement, this death rate will be materially reduced, and that working along the lines that have

proven so successful elsewhere, the lives of a larger proportion of the motherless infants of this city will be saved.

It should also be said that the present Commissioner of Public Charities, whose attention was particularly drawn to the high death rate hitherto prevailing, has made the Infants' Hospital a subject of special care, and that since last January there has been a very marked improvement in that institution, especially among the infants for whom it has been possible to secure wet nurses. The number of wet nurses is, however, very limited, and the plan of boarding-out in families will always be needed to supplement the work of the institution.

The Committee has received contributions amounting to \$2,323, of which \$1,600 was contributed directly to the State Charities Aid Association for this work, and \$723 was received in response to appeals issued by the Joint Committee.

The finances of the Committee may be summarized as follows:

* Contributions received to October 11th.....	\$2,323 00
Interest on deposits .....	2 46
Total receipts .....	<u>\$2,325 46</u>
Due from City to October 1st .....	805 70
	<u><u>\$3,131 16</u></u>
Expenditures to October 11th have amounted to.....	\$2,639 36
Outstanding bills October 11th .....	72 00
	<u>\$2,711 36</u>
Balance October 11th, if outstanding bills were paid and City money received.....	319 80
	<u><u>\$3,131 16</u></u>

The process of audit of the City bills by the Department of Charities and the Comptroller is a very slow one, and in consequence of this delay the Committee has been obliged to make a loan. In the absence of the Board of Managers of the two asso-

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\* For list of contributors see page 101.

ciations, two members of the Committee have advanced, one \$200 and one \$210, and there are outstanding bills unpaid amounting to \$72.

It is estimated that the net expenses of the Committee during the next six months, so far as they can now be foreseen, will amount to about \$1,800. Deducting the balance that would be on hand if the City bills were paid, there is remaining the sum of \$1,480 which it will be necessary to secure in order to fulfil the agreement with the Commissioner of Charities. Checks should be made payable to the order of James A. Scrymser, Treasurer, 37 Wall street.

#### SUMMARY OF THE ASSOCIATION'S WORK FOR DESTITUTE CHILDREN.

It appears from the foregoing reports that on October 1, 1898, the State Charities Aid Association, through its central office and its various committees, had under its supervision no less than 604 children, distributed as follows:

Boarding in families, under care of:	
Richmond County Committee.....	56
Joint Committee (A. I. C. P. and S. C. A. A.) on Foundlings and Motherless Infants .....	16
Newburgh Agency for Dependent Children.....	1
Central Office:	
In Queen's Borough.....	27
In Queens (Nassau) County.....	44
	— 144
In free permanent homes, under care of:	
Richmond County Committee.....	29
Allegany       "       " .....	61
Newburgh Agency for Dependent Children.....	80
Central Office ..	18
	— 188
With mothers, in situations in the country, under supervision of Mothers' and Babies' Committee.....	
	272
Total.....	<u>604</u>

#### REPORT OF COMMITTEE ON HOSPITALS.

The reports of County Visiting Committees, an abstract of which is given elsewhere in this report, show numerous improvements in the provision made in connection with almshouses.

houses for the care of the sick and infirm. In Westchester County a hospital building in connection with the almshouse is in course of erection, and in several other counties minor alterations and additions have been made for a similar purpose.

Not as much progress has been made as was hoped for in the employment of trained nurses in almshouses and almshouse hospitals. The greatest need of the almshouses of the State as a whole, remains that of better accommodation and care for the sick, the aged, and the infirm.

In New York City the condition of public hospitals has materially improved during the year, as shown by the reports of the New York and Kings County Committees. In the Borough of Richmond there is still urgent need for the erection of a small hospital in connection with the Almshouse. The Kings County Hospital, which has long been seriously overcrowded and in need of radical alterations, is about to secure most of the needed improvements. In August last the Board of Estimate and Apportionment appropriated \$100,000 for this purpose, and plans for the improvements have already been adopted by the Department, and approved by the State Board of Charities.

In the Boroughs of Manhattan and the Bronx there have also been noticeable improvements, especially in administration. Most of the building operations undertaken under the authorization of 1896 to expend one million dollars for the almshouse and public hospitals of this city, are now completed, though there remains a balance of some \$350,000, which is no longer available on account of the debt limit. While material relief has been provided by this appropriation, it has to be said that the buildings have been, in many ways, badly planned, and badly constructed.

Our last Annual Report alluded to the pressing need for larger quarters for the three reception hospitals, Gouverneur, Harlem, and Fordham. The new Gouverneur Hospital is still unfinished and relief has not as yet been provided for Harlem, but is promised in the immediate future. Fordham Hospital is the only one of the three which now occupies its new building, which, although badly located, badly planned, and not altogether well built, is a very great improvement over the former building.

The food supplies have been during the past year somewhat

better than in previous years, though as yet they have not reached a proper standard. The clothing supplies have been lamentably deficient during the whole year, as have also been minor ward supplies, and shoes and such other articles as are procured from the penal institutions of the State.

In the general management of the institutions there have been since last January signs in all directions of a more constant and careful attention to the business affairs of the Department, including the purchase and distribution of supplies, and a greater sense of duty and responsibility on the part of the various employees, indicating a more constant and efficient oversight by the head of the Department.

The large number of consumptive patients in the public hospitals of this city has given the Committee much concern. While many of these have reached the incurable stage of the disease, they are a constant source of danger to the other patients in the hospitals and to the community at large, as they come and go from one institution to another. The danger of the spread of consumption throughout the community by infection has now been so generally recognized, and the public has been so frequently warned by Boards of Health, State and local, and informed of the precautions by which the danger may be minimized, that it would seem that the time had come for consideration by the public, and by the Legislature, of the further duty of the State in the premises. As this is a matter which affects the lives of our fellow-citizens, and the exposure of young and growing families to a disease whose progress under present methods is usually steadily downward, thus depriving the State of the services of hundreds of breadwinners, the humanitarian and economic importance of the matter can hardly be overstated. In view of the many considerations—sanitary, scientific and social—that enter into the question of the removal of tuberculous patients from their homes, and their collection in a State-supported colony, the Committee has made inquiry as to the status and results of similar efforts elsewhere.

There are a few private institutions in this State for the care of tuberculous patients, but none that are free to the needy poor. A Committee was appointed by the Legislature of 1898, consisting of Senators Brush, Davis and Gallagher, to investi-

gate the subject of establishing a State Hospital in the Adirondack Mountains for the treatment of pulmonary tuberculosis. The Chairman of this Committee has visited the recently-established Massachusetts State Hospital for Consumptives, and will doubtless include a description of it in the report of his Committee to the Legislature of 1899.

The Committee is not informed as to what steps have been taken in the various States of the Union, but, as above stated, one of our near neighbors, Massachusetts, has recently established in the central part of the State, in a favorable location, some 800 or 900 feet above the sea level, a Pavilion Hospital for the reception of 200 patients in the first and most curable stage of the disease. This hospital has been recently constructed on admirable plans, from State funds, the property being purchased by the State for this purpose, and will be controlled by a Board of Directors appointed by the Governor. It is designed solely for the treatment of the needy poor.

The Committee has collected information concerning the care of consumptives in foreign countries, a summary of which is as follows:

#### FOREIGN INSTITUTIONS—CARE OF PULMONARY TUBERCULOSIS.

*Switzerland*, so far as public aid is concerned, is somewhat in advance of other countries. The Cities of Berne and Basle have each established a sanatorium for their phthisical poor. They have been so successful that eight other cities in that country have established similar institutions. Switzerland has also four sanatoria for pay cases.

*Austria* has one sanatorium for pay cases. Through the labors of Prof. Schrötter, the aid of the Government has been promised, and he has been advised to further elaborate his plans.

*Norway* has one private sanatorium, and quite recently the Parliament has taken steps to establish a second.

*France* has private institutions to the number of six, but no Government plan to give aid to poor cases.

The Empress of *Germany* and the crowned heads of *Russia*, *Austria*, *Saxony*, *Sweden* and *Holland* have all given sums of money and their patronage for the free care of phthisical poor.

These institutions are of a semi-public character, though they depend, to a great extent, on donations from various sources, the Crown support being private and not State funds.

*Germany* has found what seems to be one of the best solutions of the problem, judging from the literature on the subject, and from personal information. In the way of sanatoria, it has six of importance and eleven others which plan more or less for the care of phthisis. For the most part these are for pay cases, though some of them have an annex for the free care of the poor. Several have been established for a number of years, and the results are most gratifying. The following plan, which is in operation in Germany, is exceedingly interesting and its workings are said to be most satisfactory:

A Company, similar to an Insurance Company, is under the supervision and protection of the Government. The Government requires every laboring man, entering upon work in humbler paths, to be insured in this Company, against sickness, accident and old age. The employer must see to it that his employees are so insured. This Company, when insured persons require medical treatment, takes charge of them. Cases of phthisis are sent to a sanatorium at the Company's expense and are kept there until they are no longer a danger to the community at large. For this purpose the Insurance Company subsidized some of the sanatoria and later, finding it to their benefit, built resorts of their own. In this indirect way the Government brings aid to its phthisical subjects, protects the well, and secures a large number of cures, thus retaining breadwinners in useful occupations.

The cures are said to be many, as the Company for its own protection sends the cases to sanatoria long before the patients would themselves think of going, and even earlier than physicians in private practice would recommend. It is a well established fact that a large number of cases, when taken early, can be cured permanently or for a length of time can enjoy good health.

As to the question of danger to the inhabitants in localities where sanatoria have been established the evidence is as follows: In the case of a sanatorium, where patients are collected and are under the supervision of a physician, carrying out hygienic and

prophylactic measures, there is no danger. In fact, in Germany the statistics indicate that tuberculosis in neighboring villages is actually diminished, as the people, by example and education, learn to care for themselves and protect each other. On the other hand, where phthisical cases are sent to localities for their health, living at large in the towns or districts with no prophylactic precautions, and no medical supervision and guidance, tuberculosis is spread and the natives suffer accordingly. In certain districts of the Austrian Alps where tuberculosis had been unknown, it began to show itself among the natives, we are told, shortly after the place had become a resort for phthisical patients.

The collecting of many tuberculous cases in a colony does not seem to endanger the cases themselves by auto-infection, so to speak, so long as proper hygienic conditions are maintained. If the expectoration is collected and destroyed, and the proper antiseptic precautions used, those in attendance seem to be exposed to no great danger.

### *Results.*

Very interesting statistics have been secured as to the results of the treatment of consumptives in the German institutions.

In the sanatorium at Gaerbersdorf 5,440 patients were admitted during the eleven years—1876 to 1886 inclusive. Concerning 408 cases the records are missing, but the results in the remaining 5,032 have been carefully tabulated and are as follows:

Those received in the	Number.	Cured.	Nearly cured.	Total cured or nearly cured.
1st stage.....	1,390 (27.62%)	387 (27.8%)	430 (31%)	817 (58%)
2d stage.....	2,225 (44.21%)	152 (6.8%)	325 (14.6%)	477 43%
3d stage.....	1,417 (28.16%)	12 (0.84%)	33 (2.3%)	45 (3.14%)
	5,032	551 (11%)	788 (15.6%)	1,339 (26.6%)

A special inquiry made in 1890 as to the later history of cases discharged as cured showed that of 40 patients discharged in 1876 as cured, or nearly cured, 25 were living and in good health in 1890; 2 had died from phthisis and 13 from unknown causes. Other results were as follows:

5 cases cured remained well 20-29 years.					
52	"	"	"	"	12-21 "
38	"	"	"	"	7-12 "

At Falkenstein's Sanatorium, of a total of 1,022, 132, or 13 $\frac{2}{10}$  per cent., were discharged as cured, and 110, or 11 per cent., as nearly cured. Of 99 patients discharged as cured, 72 were living and in perfect health from three to nine years afterward. Of the 15 cases of a recurrence of the disease 12 were again restored to health.

At the Reiboldsgrün Sanatorium the following statistics are given as to the results of the treatment of 2,000 patients:

Cured.	Materially improved.	Improved.	Unimproved.	Died.
13.66%	28.02%	28.60%	25.20%	4.52%

The statistics of these three institutions, covering more than 8,000 cases, show an average of about 13 per cent. of cures, and a still larger percentage of patients nearly cured or materially improved, these cases being often equivalent to complete recovery ultimately. When one remembers that only a short time ago consumption was held to be, under all circumstances, an incurable disease, such sanatoria must be regarded as remarkably successful. It is to be borne in mind that most of the patients were received in the second or third stages of the disease, only 1,390 of the 5,032 patients received at Gaerbersdorf being in the first stage. Of those received in the first stage, 58 per cent. were cured or nearly cured. It is stated that of all patients who remained more than a month in the sanatorium and were discharged 14 years ago or earlier, 8 per cent. were still in good health at the end of the 14 years.

The prices at Gaerbersdorf for first-class patients vary from \$12.50 to \$20 per week, according to size and location of room, and for second class patients from \$8 to about \$10 per week. At Falkenstein the prices vary from \$20 to \$25 per week, and at the other German sanatoria the prices are about the same.

#### COMMITTEE ON THE INSANE.

Under the provisions of Chap. 635, Laws of 1893, re-enacted in the State Charities Law, Chap. 546, Laws of 1896, the annual reports of this Association upon institutions for the care of the insane are submitted to the State Commission in Lunacy. Those of our readers who may be interested in the development of

the system of State care and maintenance of the insane are therefore referred to our annual reports to the State Commission in Lunacy, 1893-1898.

#### REPORT OF COMMITTEE ON PAUPER-DELINQUENTS.

The following report of the work of the Committee during the year has been submitted by the Chairman:

The Cumulative Sentences Law, after withstanding the open assaults of misguided but frank opponents, and overcoming the more insidious legislative attacks of political hostiles, and also after having been expressly declared constitutional by a decision of Judge Ingraham, has been practically abrogated by a judicial declaration of its unconstitutionality, and the old order of treatment of the misdemeanants affected by it has been resumed. This result, when the excellent working of the law was demonstrating its value to those most competent to judge—City Magistrates and the Departments of Correction and of Charities—can only be most seriously deplored.

Several bills amending the Tramp Laws of 1885 and 1891 were introduced in the last Legislature. These were, as usual, passed upon by your Committee, and, with the exception of two, those of Assemblymen Nixon and Brennan, were approved.

The former bill, although valuable in its proposed discrimination between tramps and vagrants, as public charges, yet in its provision for the commitment of vagrants seemed to conflict with the Cumulative Sentences Law. Your Committee, therefore, suggested an amendment exempting cities of the first and second classes from the operation of the law. This was adopted by its introducer, and the bill passed.

Assemblyman Brennan's bill was very brief. It provided that all persons guilty of public intoxication, and disorderly persons in the Counties of Kings, Queens and Richmond, should be punished by fine or by imprisonment in the County Jail, or by both such fine and imprisonment, and all acts inconsistent were repealed. It will be seen that this bill proposed, though not in terms, to exempt the Counties of Kings, Queens and Richmond from the provisions of the

Cumulative Sentences Law, thus relieving Brooklyn from its operation, which had by the embodiment of the law in the new Charter, become amenable to its discipline. That this was the purpose of the bill seems reasonably clear from the opposition to the law shown by the Magistrates of Brooklyn early in the year and their expressed determination to secure its repeal. Their opposition was due, doubtless, as was the case in New York, mainly to the want of knowledge of the principles underlying the law, and also to the supposed loss of official prerogative resulting from it. Certain of the Brooklyn Magistrates, according to the newspapers, avowed their hostility and their intention to work for the early repeal of the law. Your Committee, hoping to allay this animosity and bring about a more reasonable view of the law, communicated with the Magistrates, explaining the origin of the measure, and offered to appear before their Board in its support. To this no answer was received, and soon after appeared the Brennan bill. As before stated, this bill was disapproved by the Committee. The bill, however, passed the Assembly unchanged and was sent to the Senate Committee on Internal Affairs. After some difficulty a hearing upon the bill in this Committee was obtained and was attended by two of your Committee. An interesting evidence of the favor gained by the existing law was had in the presentation by your Committee at the hearing, of letters approving it from seven out of ten of the Magistrates of the Borough of Manhattan, who for the most part deprecated any change in its provisions. The hearing terminated in a decision not to report, and this attack upon the integrity of the law thus failed.

Unfortunately the success of your Committee in resisting legislative attacks was practically nullified by proceedings in the Courts. In March, Mr. Justice Gaynor, in the case of Teresa Kenny, held that the act was unconstitutional, on the ground that the offender was given no opportunity under the act to question or disprove the facts stated in the certificate of the Superintendent of the Workhouse, upon which his discharge by the Commissioner was based. Judge Gaynor's opinion suggested the propriety of an appeal, and an appeal was taken by the District Attorney of Kings County. Your Committee endeavored to confer with that official and obtain an in-

spection of the brief submitted on his behalf, but all applications for a copy of the brief have been ineffectual. The Appellate Division affirmed Judge Gaynor's decision without writing an opinion. The Association then applied to the District Attorney to take an appeal to the Court of Appeals, and even offered to pay all the expense of an appeal if the District Attorney would deputize the counsel of the Association, and allow him to prepare the brief and make the argument before the Court of Appeals. The District Attorney, however, has declined to prosecute the appeal, saying that no public interest is involved in the matter.

In New York County the Association has been equally unfortunate in dealing with the officials. Shortly after Judge Gaynor's decision, it was followed by Mr. Justice Freedman in a case in the Borough of Manhattan, the Judge not passing on the merits, but simply following the Brooklyn decision for the sake of uniformity, and also suggesting the propriety of an appeal. Your Committee, in behalf of the Association, immediately consulted with the District Attorney of New York County and made the same offer as that made to the Kings County official. They were met most cordially and were promised that the Association's counsel should be deputized to argue the appeal and should have all the facilities of the office. But although that promise was made months ago, yet, so far as can be learned, no steps have been taken to prosecute the appeal, and a letter subsequently written, reminding the District Attorney of his promise, has received no reply.

Although the decision of the Appellate Division of the Second Department is entitled to very great weight, owing to the learning and ability of the Judges of whom it is composed, it is yet possible that the question of the constitutionality of the act was not properly submitted to them. It may have been argued in a perfunctory manner by some one not familiar with the provisions of the act and not heartily in favor of its objects. The treatment of the case by the District Attorney of Kings County seems to point to such a probability. If its constitutionality should be sustained by the Court of Appeals, no further legislation would be needed. If it should be declared unconstitutional by that Court before the meeting of the next Legisla-

ture, the Association would be in a position to know exactly what amendment is necessary and could secure its passage early in 1899.

### COUNTY VISITING COMMITTEES.

The 45 County Visiting Committees continue their supervision over the County, City and Town Almshouses and Hospitals in their respective counties. Reports have been received from 43 of them and show that about 300 visits have been made during the past year to the institutions subject to the inspection of the Committees. This number does not include the very large number of visits made by the members of the New York and Kings County Committees to the numerous public charitable institutions of the Boroughs of Manhattan, Brooklyn and the Bronx.

The Assistant Secretary has visited during the year the County Almshouses of Montgomery, Suffolk and Westchester Counties and the Town Almshouse of North Hempstead and Oyster Bay, and has attended most of the meetings of Committees in the counties in and near New York City.

Many improvements have been secured during the past year as a result of the visits and recommendations made during the previous year. Of the 38 county, city and town Almshouses visited from the central office during the year ending September 30, 1897, 16 have since had their needs brought to the attention of County Boards of Supervisors or City Boards of Estimate and Apportionment, through representatives or communications from our Committees, supported in several cases by letters from the central office. The results of this action are given under the reports of the different Committees. The general effect of this widespread appeal to the official bodies which have charge of the distribution of public money may be summed up by saying that in almost every case the suggestions of our Committees have been courteously received and carefully considered and some or all of the needs which seemed most urgent have been met by suitable appropriations. We strongly commend to all our Committees this method of enabling public officials charged with the duty of apportioning public funds to gain from unprejudiced sources a true knowledge of the needs of the

charitable institutions whose income is subject to their control, and we hope that this custom of appearing before the Board of Supervisors once each year, to state the needs of the almshouse, will become general among our Committees.

We desire again to call the attention of our Visiting Committees to the continued disregard of the Children's Law, which prohibits any officer from sending to or retaining in an almshouse a child between 2 and 16 years of age. In our report for the year ending September 30, 1896, we stated that 26 counties reported 89 children detained in almshouses for periods ranging from 1 day to 4 months. This year 19 counties report 88 children detained from a few hours to 11 months. We realize that this violation of the law is frequently due to the very commendable desire of the Superintendents of the Poor to find family homes for children who become dependent, and that these officials receive children at the almshouse because it does not seem worth while to go through the formality of committing them temporarily to institutions for children when it is expected that homes will be found for them in the course of a few days or weeks. To such officials we would commend the example of Allegany County, where children are boarded temporarily with a good farmer's family living within easy reach of the almshouse, but in no way connected with it.

A tabular statement of the statistics contained in the reports from our County Committees is given as Appendix A (see pp. 102-103). Some of the items of special interest are given herewith. Since more than half of the almshouse population of the State is included in the present City of New York (7,454 of a total of 13,484), we give first the reports from the counties included in New York City, the other counties following in alphabetical order:

**NEW YORK COUNTY.**—The public charities in the Boroughs of Manhattan and the Bronx (New York County) have been visited frequently during the year by the members of the New York County Visiting Committee, and also by its Secretary. A report of the facts ascertained by such inspection is presented each month to the Commissioner of Public Charities. A full account of the condition of the various institutions during the

past year is given in the Annual Report published by the New York County Committee, which may be obtained from its Secretary, 105 East Twenty-second street, New York. Some of the more important matters mentioned therein are as follows:

*Organization.*—On January 1, 1898, the public charities of this County became a part of the Department of Public Charities of Greater New York, the institutions in the Boroughs of Manhattan and the Bronx being placed under the control of one commissioner instead of a board of three as theretofore. Hon. John W. Keller was appointed Commissioner of Public Charities for the Boroughs of Manhattan and the Bronx, on January 1, 1898, and since that date has had practically exclusive jurisdiction over the institutions visited by the New York County Committee. The relations between the Committee and the Commissioner have been most cordial, and every courtesy has been afforded the members of the Committee in their visits, and all desired information has been furnished promptly. The suggestions made by the Committee from time to time have been most courteously received, and have been given prompt consideration. Some of them relate to improvements which require larger sums of money than have been at the disposal of the Department, while others have to do with details of administration. The latter have been, as a rule, promptly acted upon, and the former have been given due weight in the estimate for the ensuing year, submitted to the Board of Estimate and Apportionment. The general administration of the Department has shown marked improvement during the present year.

*Buildings.*—At the date of our last report, numerous building operations were being carried on, under the provisions of a law enacted in 1896, authorizing the expenditure of one million dollars for repairs, alterations and new buildings in this Department. During the latter part of 1897 comparatively little progress was made in the completion of the buildings that had been undertaken, and when consolidation took effect January 1, 1898, of the 19 contracts previously entered into, providing for the expenditure of about \$650,000, only 6, involving an expenditure of \$219,408, had been fully executed. In July, 1898, contracts executed after January 1st were declared illegal, under

the opinion of the Corporation Counsel concerning the debt limit of the city. No new building operations, except ordinary repairs, made from the current appropriation, have been undertaken since January 1, 1898. The buildings in course of construction at that date were gradually completed, and at this date all are in use except one of the new brick pavilions on the grounds of Bellevue Hospital, and the cow stable on Randall's Island. It has to be said that the new buildings have proven to be in many ways badly planned, and some of them badly constructed. For this, the present Commissioner is, of course, in no way responsible. They have, however, afforded material relief from the previous overcrowding, and have enabled the Department to take better care of its dependents.

*Census.*—There has been during the year an increase in the census of the Department of 166 persons, or 3 per cent., which is slightly less than the rate of increase in the total population of the city, as estimated by the Health Department. The total number of inmates of the institutions October 1, 1897, was 5,515, as compared with 5,681 on October 1, 1898. The census of the various institutions is given in Appendix B (see p. 104).

*Appropriations.*—The total appropriation for the Department of Public Charities (Boroughs of Manhattan and the Bronx) for 1898 was \$1,359,508, as compared with \$1,289,942 for 1897, an increase of \$69,566 or  $5\frac{4}{10}$  per cent. The appropriation for 1899 has been fixed at \$1,580,732, an increase of \$221,224, or 14 per cent.

*Nursing.*—The last annual report of the Committee stated that the nursing was very satisfactory except in the Almshouse hospitals and in the Randall's Island hospitals for infants and children. During the past year the nursing on Randall's Island has been greatly improved, through the appointment of a very competent Supervising Nurse, the employment of a larger number of trained nurses, the payment of larger salaries, and the employment of a much larger number of wet-nurses. Better accommodations for the nurses would doubtless lead to a still further improvement in the standard of nursing.

Less progress has been made in the Almshouse hospitals than on Randall's Island, although the spirit among the nurses

has improved, and there is now little or no arbitrary interference by officials having no special knowledge of the subject. A Nurses' Home and the employment of a larger number of nurses of a more competent class are still needed improvements.

*Paid Employees in Wards of Hospitals.*—We are pleased to be able to report further progress during the year in substituting paid and responsible employees for irresponsible workhouse prisoners in the wards of hospitals, as required by the law establishing a separate Department of Charities, re-enacted in the Charter. Prisoners were employed in certain of the wards of Bellevue Hospital until early in the present year, since which time paid helpers have been provided for all the wards. The employment of paid helpers inevitably met with some opposition on the part of officials accustomed to the former system, but this opposition has steadily decreased, and now many of those who were most strongly in favor of prison labor are most outspoken in their praise of the new plan. A better grade of employees is secured as the matter becomes better understood, and the results are correspondingly more satisfactory. Prisoners are still employed to some extent in the Almshouse hospitals, and for a few hours per day as scrubbers in the Metropolitan Hospital.

*Food and other Supplies.*—It is the general testimony of visitors, employees, and others that on the whole the quality and amount of food provided for the inmates of the various institutions has been better during the past year than before. There was a serious cut in February last which, however, was soon remedied in considerable measure. There have been many evidences of a more efficient oversight over the distribution of food supplies.

There has been a serious lack of clothing all through the year, as also of minor supplies, and especially of shoes and other articles bought of the penal institutions.

*Bellevue Hospital.*—Of the four new buildings erected in 1897—a laundry and boiler house, an isolating pavilion, a pavilion for erysipelas cases and a morgue—three were not occupied until late in 1898, and one is still unoccupied. The

new laundry, occupied in October, 1898, from which so much was hoped, is not considered adequate to the needs of the institution. The pavilion intended as an isolating pavilion was unoccupied until October, 1898, when the erysipelas patients were removed thither from the Dock House. The new pavilion for erysipelas patients is still unoccupied. The new morgue was first used in November, 1898. There have been no male work-house prisoners at Bellevue Hospital during the year, although the number of "unpaid helpers" sent from the City Lodging House, and many of them returning there to sleep, has increased. Paid helpers have been employed in all the wards since early in the year. Female prisoners are still employed in the laundry and elsewhere in the Hospital, though not in the wards. Steel ceilings are gradually replacing the old-fashioned plastering. The Babies Ward in the Marquand Pavilion is too small and in other ways is not suited to its present uses.

A large number of soldiers were received at Bellevue during the summer and autumn, and the number of deaths among them was very small.

*Gouverneur Hospital.*—The new building, begun in May, 1897, makes but slow progress. At the date of this report the walls are not yet completed. The overcrowding of course continues. The general condition of the Hospital and the care of the patients have been as satisfactory as was possible in such crowded quarters.

*Harlem Hospital.*—Harlem Hospital has suffered greatly during the year from overcrowding. The recommendation of a new site was withdrawn by the Charities Commissioners in December, 1897, and owing to the debt limit of the city having been reached, no funds are available for the erection of a new hospital, but it is hoped that temporary relief will be provided at an early date, either by the lease of a building on the adjoining property, or by the erection of an addition over the laundry building. The crematory for burning ward dressings and dry refuse has been very satisfactory.

*Fordham Hospital.*—A new building, erected on the site leased by the city last year, was completed in August, and the patients were removed from the old hospital to the new on Sep-

tember 1st. The new building proved in many ways but illy adapted to its purpose, and its location, as pointed out in our last report, is very unfortunate. Nevertheless, the patients are more comfortable here than in their former quarters. The lease of this site and the construction thereon of a new building by the former city administration, cannot be approved, from either a humanitarian or a business point of view.

*City Hospital.*—The two new water towers, containing lavatories and bath-rooms, which were begun in March, 1897, and were nearing completion at our last report, were not finally ready for use till late in September, 1898. The small rooms opening off the wards, formerly used as bath-rooms, are now being fitted up as dining-rooms for the patients.

The employment of paid help throughout this Hospital is more and more satisfactory to the authorities of the Hospital and of the training school. The gas supply has been even more inadequate than before. It is a positive cruelty to allow serious surgical operations to be performed in a building so badly lighted as this. The greatest need of the City Hospital is an electric lighting plant. The contract for new floors and ceilings, executed in January, 1898, was decided to be illegal, but it is understood that these very much needed improvements will be made from the appropriation for repairs. The waiting room of the Maternity Ward is sadly in need of new floors and other repairs.

The Special Committee on the employment of epileptics sent two teachers weekly, from November until May, to instruct the epileptic patients in various industries.

*Almshouse.*—The census of the Almshouse has averaged from 200 to 300 higher than during the preceding year, though but slightly in excess of the census during 1896. The completion of the six dormitory pavilions materially relieved the overcrowding, though some of the inmates still sleep upon beds made up on the floor. The wooden shed, known as the smoking shed dormitory, though still in use as a dormitory, is very much less overcrowded than last year. The new kitchen was occupied in March, and is one of the most important improvements of the year. The enlarged dining-rooms and the water towers attached to the

main building were also very desirable improvements. The steam-heating apparatus proved wholly inadequate until late in December, 1897. A great deal of suffering and no doubt considerable illness were caused thereby. Stoves were placed in some of the more exposed wards. At the close of the year the apparatus was so far improved that it had become possible to keep the buildings warm, though this could not be done if adequate ventilation were provided.

While the sleeping quarters for the nurses employed in the Almshouse hospitals are as unsatisfactory as ever, the nursing has somewhat improved through more harmonious relations with the general administration of the institution. Some classification of the Almshouse inmates, based upon the general character of their former lives, is very desirable.

*Metropolitan Hospital.*—The Metropolitan Hospital received no new buildings from the bond issue. Numerous minor repairs and alterations were made during the year, but new floors, a passenger elevator and water towers are greatly needed. The management of the Hospital is always a subject of favorable comment. The proportion of operative cases has greatly increased during the past two or three years.

*Randall's Island Institutions.*—The city institutions on Randall's Island include the Infants' Hospital, the Children's Hospitals, and the Schools and Asylum for the Feeble-minded.

Our report of the Infants' Hospital a year ago was of a thoroughly disorganized and demoralized institution in which the death rate was very high, reaching the almost incredible figure of 98 per cent. among such of the foundlings as were not adopted or transferred to other institutions during the year.

It is with extreme satisfaction that we now report that the Infants' Hospital from being one of the worst institutions in the Department, has become one of the best. The former Superintendent of all the institutions on the Island was again placed in charge of the Infants' Hospital in November, 1897. In March, 1898, a very competent Supervising Nurse was appointed, a step which our Committee had been strongly urging since the preceding June. The number of wet-nurses was increased from less

than 10 to more than 40. In April an admirable sterilizer was given to the institution by Mr. Nathan Straus.

During the summer new floors were laid throughout the institution, and new and modern plumbing replaced the obsolete plumbing that had so long been a source of danger to the lives of the inmates. Finally, in co-operation with a Joint Committee of the Association for Improving the Condition of the Poor and this Association, the experiment has been made of boarding in carefully selected families in the country a number of the children, mostly foundlings, for whom wet-nurses cannot be provided at the institution.

The death rate among the various classes of children in the Infants' Hospital according to the official reports for the years ending October 1st, 1896, 1897, and 1898, has been as follows:

	1896	1897	1898
Foundlings .....	78%	80%	63%
"Orphans," i. e., babies, other than foundlings, received without their mothers .....	60%	59%	29%
Children received with their mothers .....	14%	13%	8%

Several facts make the death rate of 1898, as compared with that of 1897, somewhat less striking than the above table would indicate. The children of the wet-nurses employed in the institution are, according to a system that has long been in use, included among the "orphan" children. During the past year, for the first time, a considerable number of children having contagious diseases have been transferred to North Brother's Island. Making due allowance for these facts, however, there has been a most remarkable improvement in the management of this institution during the year—an improvement which has resulted in the saving of many lives and the relief of much suffering. For these commendable results great credit is due to the Hon. Commissioner of Public Charities, John W. Keller, as well as to the Superintendent of the Institution, Mrs. M. C. Dunphy, and the Supervising Nurse, Miss Agnes Sheridan.

The Children's Hospitals, for children between two and sixteen years of age, which were under a divided administration during the previous year, were placed wholly under the charge of the present Superintendent in November last. The reports from these institutions are always of scrupulous cleanliness and per-

fect order. The buildings are many of them old and in need of new floors, new piazzas and other minor alterations.

The addition to the Pavilion for Female Hopeless Idiots was occupied in April, 1898. It is a well built three-story brick building, the third story of which is used as a hospital ward. The building is steam heated, and the relief afforded from the previous overcrowding is most grateful.

A number of buildings occupied by the feeble-minded are still heated by coal stoves. Economy as well as safety demands the establishment of a steam heating plant for these buildings. Much new flooring and a number of new piazzas are needed. The Pavilion for Male Hopeless Idiots is overcrowded, and needs an addition similar to that provided last year for the Female Hopeless Idiots.

*City Lodging House.*—The City Lodging House has continued its operations during the past year on a plan very similar to that of the previous year. The lodgers are examined by a physician, their statements as to their previous residence and employer are taken, their clothing is fumigated, they are given a shower bath, and each is given a clean, separate bed. During the mid-winter the institution is overcrowded, and the more so since an increasing number of "unpaid helpers" from Bellevue Hospital sleep at the City Lodging House. The air space per lodger is much less than the regulations of the Health Department require unless a special permit is given, but the institution is a very great improvement in every way upon the previous methods of sheltering casual lodgers in the basement of Bellevue Hospital and in the police station lodging-rooms. The average number of lodgers per day during the year was: Men, 195; women, 15; children, 2; total, 212.

*KINGS COUNTY.*—The Committee has continued during the past year its systematic and helpful supervision over the administration of public charity in Brooklyn, and has in many ways enlarged the scope of its interests and extended its work. We regret that we have space for only an abstract of the interesting and encouraging report of the Committee to the Association, which will, we hope, be published in full by the Committee.

The relation between the Committee and the Commissioner of Public Charities for the Boroughs of Brooklyn and Queens is one of mutual confidence and helpfulness. The reports and suggestions of the Committee are received by the Commissioner with courtesy and appreciation, and are promptly considered and acted upon. The general condition and administration of the public charitable institutions in Brooklyn are very satisfactory and reflect credit upon the officers and employees of the department.

*Almshouse.*—The territory from which the inmates of this Almshouse are received now includes the Borough of Queens, and the census has been somewhat increased by the transfer, early in 1898, of the greater part of the population of the Queens County Almshouse to this institution. The administration building, which will materially relieve the overcrowding at the Almshouse, is now completed, but not yet occupied. The basement rooms in the female department, which were formerly used as dormitories, though unsuitable for that purpose, have been fitted up as dining-rooms, for which they do very well, and the inmates formerly sleeping there have been provided for on the upper floors. At the request of the Committee two rooms on the first floor of the women's department are used as hospital wards, with a nurse specially detailed to care for the patients. In the basement of the female department a new bath-tub has been provided for the bathing of new-comers. Special care is taken of their clothing, and the more cleanly conditions resulting deserve special commendation. Running water has been introduced in the old building for women.

The male department is in urgent need of additional space. The sitting-rooms are too small, and there are not enough seats for the feeble old men who crowd them in winter. Casual lodgers in winter are allowed to sleep on the benches of these sitting-rooms. The blankets used by them are fumigated in the morning, but even with this precaution the arrangement is not a desirable one.

The dietary at the Almshouse has been closely watched by the Committee, and the food supply is considered abundant and of good quality. The bake-house has been renovated and is

much improved. The steward's department is considered particularly well managed, not only as regards the food supplies but also as regards the supervision of the various industries, such as the repairing of garments and shoes, the picking of hair and making of mattresses, and the raising of vegetables on the small farm connected with the institution. The beds throughout the institution are being improved and mattresses are being gradually substituted for straw ticks.

The Nursery Department is reported to be as clean and orderly as ever. Among the improvements of the past year are rooms for the sterilizing of milk and a special ward for babies in need of medical attention. Some changes in the methods of caring for foundlings, including a special ward, are under consideration. A child showing symptoms of a contagious disease is isolated until it can be removed to the Kingston Avenue Hospital for Contagious Diseases, under the charge of the Health Department.

*Hospital.*—It is said that a visitor of two years ago would hardly recognize the Kings County Hospital, so great is its improvement and so encouraging its outlook. The visitor of today will probably see still greater changes in the coming two years, for the \$100,000 recently appropriated by the Board of Estimate and Apportionment for the relief of the Hospital should bring it to a high standard of efficiency. The plans include an addition at each end of the Hospital, a wing at the rear, new quarters for the women nurses and a room on the top floor for lectures, clinics and operations.

The Nurses' Home, which was said to be nearly completed last fall, has been in use for some time, but is so inadequate for its purpose that after new quarters have been provided it will be used for patients who are being examined as to their sanity; such cases are now confined in the basement wards of the main building, a particularly unsuitable place for a class of patients especially susceptible to the influence of their surroundings.

The removal of the partition on the male side in the main Hospital has made the wards more cheerful and has improved the ventilation. It is proposed to make similar changes on the female side. Metal ceilings and fresh paint have done much to

improve the appearance of the Hospital. The efficiency of the medical and surgical work is being increased by the gradual accumulation of modern hospital apparatus. The kitchen is undergoing reconstruction, and but for delays in receiving supplies of building material it would have been completed during the summer. The physicians' house is finished and occupied, and affords a pleasant residence for the Superintendent and his family, and the other doctors, and leaves more room in the main building.

The Superintendent plans to make some improvements in the supply of clothing for patients. The clothing furnished, while coarse, is always clean.

The new Consumptives' Home, with 75 male patients, lacks a diet kitchen and retiring rooms for the nurses, but these needs will probably be attended to before long.

The Pavilion and School for Feeble-Minded Children is much overcrowded and needs an addition, which would include dining-rooms. The school, under the charge of the able teacher from Elwyn, Pa., continues its good work for about 20 of the children who have sufficient mind to be benefited by the instruction. The school lacks proper apparatus for its work, but this will probably be secured by the Committee. Two sand piles have been placed in the Hospital yard and have given great pleasure to the children during the summer months.

*Institutions for Children.*—There is a friendly co-operation between the Committee and the Brooklyn Society for the Prevention of Cruelty to Children. Several visits have been made by members of the Committee to the Society's Shelter, and every opportunity has been afforded the visitors to make a thorough inspection of the building and records. The Society keeps a record of all babies boarded in Brooklyn at places licensed by the Board of Health and inspects these about every three months.

The Disciplinary Training School for Boys has undergone a change of management through the resignation of the former Superintendent and the appointment of a new Superintendent with less progressive ideas. Before the change, corporal punishment was almost unknown; and the institution was managed

without the use of bolts and bars. A system of marking and promotion afforded the boys an opportunity to win an early discharge. The employment of a capable placing-out agent resulted in a careful selection of homes and efficient oversight of boys placed-out in families or provided with situations. A system of manual training was being introduced for the benefit of those who showed an aptitude for some special industry, or who were obliged to remain at the institution for a considerable time. With the advent of the new Superintendent, the policy of the institution was changed in all these particulars. Corporal punishment became the usual means of enforcing discipline; the system of marking and promotion was abolished; the effort to find family homes for the boys was abandoned; and it was announced that all children were to be kept at the institution until they reached the age of 16 years. This policy is in direct violation of the principles of reformatory discipline that have been most successful elsewhere, and its adoption is regarded by the Committee as most unfortunate.

The Wayside Home, an institution to which girls are committed by the courts, is undergoing some improvement. The adjoining property has been acquired, and when additional buildings are secured the overcrowding will be relieved. The chief industry continues to be the laundry work, and some lace making is done also.

Among other institutions visited by the Committee are the House of St. Giles the Cripple, a home for crippled children, and St. John's Home, the largest of the Roman Catholic Orphan Asylums for Boys.

*Special Work.*—Among the new lines of work pursued by the Committee is the visitation of Magistrates' courts in Brooklyn. The Magistrates have welcomed the co-operation of the Committee, and have shown much personal interest in the cases which have attracted the attention of the Committee. It was found that children are sometimes allowed to sit through trials which it is improper for them to hear, and are carried in the van with criminals, contrary to law.

The Committee is greatly interested in the placing-out of children, and has been of much assistance to the Central Office in securing co-operation in such work.

**RICHMOND COUNTY.**—The general administration of this Almshouse continues to be excellent. The only improvements secured during the past year are necessary repairs to roofs, gutters, floors, etc. There is still urgent need for better accommodation and care for the sick. Other needs are better drainage and ventilation, the protection of the building against fire, and a proper laundry. The building built for a laundry is too insecure to allow of the filling of the tank on top. If this defect cannot be remedied the building might better be used for some other purpose and a new laundry building be constructed. This laundry, it is to be remembered, has never been fitted up with tubs and water connection and has been used as a hospital, although it is apparently even more unfitted for such a use than for the use for which it was constructed.

**Alleghany County.**—The condition and administration of the Almshouse continue excellent, and improvements are constantly being made. During the past year the repairs and additions to buildings have consisted in a dry-room and store-room, sealed corridor floors, an extension to the roof, new floors in bath-rooms and porcelain lined bath-tubs. For special cases of illness a trained nurse is employed, but the institution is not considered large enough to require a trained nurse all the time.

The Committee continues to interest itself in the placing-out of dependent children in family homes, and during the past year four of the five children received in the temporary home have been placed in families.

**Cattaraugus County.**—It was reported last year that the Almshouse was in urgent need of a better water supply and that our Committee had addressed a letter to the Board of Supervisors asking for an appropriation for the purpose. The Committee reports this year the completion of a new system of water works which will give an abundance of pure water in all the buildings and a very thorough protection against fire. Other improvements secured during the year are a new roof on the horse barn, a dozen iron bedsteads with coiled wire springs and mattresses, a half dozen rocking chairs for the women, 4 large arm chairs for old men and 5 chairs for the sick. The special

needs of the institution are a male and a female trained nurse. The President of the Committee preaches fortnightly at the Almshouse and with other members makes frequent visits on week days. The inmates are kindly cared for and are comfortable and contented.

*Cayuga County.*—The principal needs of the Almshouse reported last year were a modern laundry, a trained nurse for the sick, and more complete separation of the sexes. These needs were brought by the Committee to the attention of the Board of Supervisors, and two of them have been wholly or partly met during the past year. New steam laundry apparatus has replaced the old wooden tubs, and while a trained nurse has not been permanently employed, an experienced nurse has been supplied when needed. Another improvement secured is a new barn. The greatest needs at present are said to be separate dining rooms for the men and the women and the removal of the idiotic and epileptic inmates, of whom there is an unusually large number at this Almshouse, as was stated in the report last year.

The Committee has sub-committees on dependent children, the organization of charity, and the Auburn jail.

*Chautauqua County.*—The Committee reports that the building formerly used for the insane has been put to the use suggested last year. It has been completely remodelled and properly equipped for a hospital for the sick. It is furnished with two of the newest style of hospital beds, two movable porcelain bath-tubs and other suitable furniture and apparatus. The hospital is under the charge of two faithful and efficient women attendants, who nurse the patients, cook for them, and care for their rooms. The same admirable keeper and matron continue in charge of the Almshouse and the institution is in its usual excellent condition.

*Chemung County.*—As was reported last year, an effort was made by the Committee, supported by a letter from the Central Office, to influence the County Board of Supervisors to complete the Almshouse according to the original plans, and to provide more suitable accommodation for the female inmates. This effort was unsuccessful, however, and the needs remain the

same as last year. No improvements to buildings have been made except painting. As the old building is beyond adequate repair, it is of course useless to urge minor repairs and changes, which would only be a waste of money. The administration continues to be excellent, and the able Superintendent and Matron keep the buildings in as good condition as is possible, and the care of the inmates is kindly and efficient.

The Committee is interested in the subject of dependent children, and reports that 4 children have been placed in institutions by the County Superintendent of the Poor and 62 by the Overseer of the Poor of the City of Elmira.

*Chenango County.*—The Committee in this county has been reorganized during the past year, and the work for the County Almshouse will be continued with renewed energy. There is great need for more room at this institution, particularly for the sick. There should be two large, light, airy rooms used as infirmaries, one for the men and one for the women. At present the sick are cared for in the same dormitories with the well. There is also urgent need for a room where dead bodies can be kept while awaiting burial, instead of remaining in the room with the living until the arrival of the casket. With these exceptions, the condition of the institution is satisfactory and the administration commendable.

*Columbia County.*—The Committee reports that the infirmaries are overcrowded, and the care of the sick is inefficient. In the men's hospital patients suffering from consumption, cancer, gangrene and other dangerous or offensive diseases are not separated from those with less serious complaints. This Almshouse has a large enough population to require a separate hospital building, properly constructed for the humane and scientific care of the sick. Such a building should have separate and isolated rooms for contagious and offensive diseases, and should be under the charge of a trained nurse with efficient paid assistants. The only improvements made during the past year are new roofs and some painting.

No fewer than 15 children between the ages of 2 and 16 years have passed through the Almshouse during the past year. This is a violation of law, and even if the stay of the children

averaged only about 2 days, as is stated, it is not right that children at an impressionable age should be associated with paupers even for that length of time. It would probably not be difficult to make an arrangement with some motherly woman living in a comfortable home by which she would board temporarily all children left upon the county until such time as they could be placed in permanent family homes or sent to institutions. This is done in Allegany County with much success. We would commend this matter to the attention of the Committee.

*Cortland County.*—While the deficiency in the water supply at this Almshouse, which was reported last year, still continues, and the Almshouse buildings are still wholly unprotected against fire, there has been improvement in the distribution of the water. It was reported last year that from 5 to 7 inmates were bathed in the same water in dilapidated old wooden tubs. This abuse has been done away with by the introduction of shower baths. The Committee recommends that there should be bath-tubs in addition, as being more suitable for certain of the inmates. Another improvement is the replacing of the old wooden bedsteads by new iron bedsteads. Better care of the sick is now the greatest need of this institution. The sick are still cared for by inmates. They should be under an efficient paid nurse, and we would repeat our recommendation of last year that they should be removed to the newer portion of the building formerly used for the insane, which could be fitted up for hospital purposes. The condition and administration of the Almshouse are, in the opinion of the Committee, much improved under the present management.

*Delaware County.*—The Committee reports that the institution is well administered by the present Superintendent. The improvements of the past year are a new meat-house, an addition to the barn, a hen-house, a cesspool, grading of the men's yard and a stone walk through the yard. The institution needs modern laundry machinery.

During the past year, 22 children between the ages of 2 and 16 have passed through the Almshouse. This is contrary to law. We would suggest that Delaware County follow the ex-

ample of Allegany County and hire some comfortably-living farmer's family who have no children, to board temporarily children dependent upon the county until such children can be placed in free family homes or sent to institutions.

*Dutchess County.*—The Committee reports that the County Almshouse continues to be ably managed and is in good condition. During the past year the kitchen has been thoroughly repaired. The special need at present is a steam laundry.

*Erie County.*—As only ordinary repairs have been made at the Almshouse during the past year, the recommendations published in our report last year still hold good. The old building is not worth spending much money on and should be replaced by new buildings with modern improvements. The administration of the institution is reported to be more satisfactory than in former years, but the position of keeper is not likely to be properly filled while it remains an elective office. In the opinion of the Committee the keeper should be appointed under Civil Service rules. The Committee repeats the suggestion of last year that the management of the hospital be separated from that of the Almshouse.

During the past year the Superintendent of the Poor has sent 457 children to institutions in Buffalo. Of the 55 children born at the hospital, 34 were taken by their mothers and 18 placed in family homes by the two agents of the Board of Supervisors.

*Essex County.*—As a result of the efforts of the Committee and the Central Office in bringing to the attention of the Board of Supervisors the condition and needs of the County Almshouse, the sum of \$900 was appropriated for a sewer, a closet, a telephone to the railroad station, new iron beds, wire springs and hair mattresses for the woman's wards, and steel ceilings for the work-room, the two dining-rooms and three large rooms on the women's side. These improvements will do much to make the Almshouse a comfortable and sanitary home for the dependents of Essex County, and other needs will probably be met in the future. There is under consideration a plan for erecting a new building for the men to take the place of the dilapidated wooden

cottages in which they are now housed. A modern heating plant will probably be introduced this fall.

Better laundry facilities and improvement in the accommodation and care of the sick are urgent needs still unprovided for.

*Franklin County.*—A letter signed by members of the Committee was sent to the Board of Supervisors last fall and some improvements resulted. The Committee reports that during the past year the closets have been repaired and the piggery has been moved away from the main building. There is still need for sitting-rooms for the inmates, for a more complete separation of the sexes, and for a nurse for the sick. The institution is considered to be in better condition than ever before, and the present administration all that could be desired.

The Superintendent of the Poor has taken charge of 11 children during the year, 4 of whom have been adopted by families.

*Fulton County.*—While the management of the Fulton County Almshouse continues to be satisfactory owing to the faithfulness and efficiency of the Superintendent of the Poor, the institution is still a disgrace to the county because of the culpable indifference of the Board of Supervisors. An account was given in last year's report of the dilapidated, unsanitary and unsafe condition of the old wooden building, heated by box stoves, which endanger the lives of the aged and helpless inmates. Written and personal appeals to the Board of Supervisors from the State Board of Charities have been unavailing.

*Genesee County.*—The great need of this Almshouse for a better water supply has not yet been met and remains as urgent as last year. All the buildings have been painted during the year. The Committee reports the institution to be in its usual good condition, and its management to be satisfactory.

*Greene County.*—The long standing need of this Almshouse for a more adequate water supply will soon be remedied, as a system of waterworks is now being introduced in the village of Cairo. The other urgent need—better drainage, might well be met at the same time. During the past year the roofs have

been painted. The institution is considered to be under very conscientious, wise and systematic management.

It is reported that during the past year 19 children between 2 and 16 years of age have remained at the Almshouse over night. It is contrary to law for the Almshouse to receive such children at all, and in this case we would repeat our suggestion that such children be boarded temporarily with a family in the neighborhood, as is done in Allegany County.

*Herkimer County.*—The improvements of the past year are a cold storage and smoke-house and the laying of new pipes throughout the lower part of the building. The special need of the institution is the repairing of the gas plant. During the year 6 children between 2 and 16 years of age remained in the Almshouse three months, contrary to law, while their father was in the penitentiary. In a case of this sort the children should have been either boarded in some family or families or sent temporarily to the nearest institution for children.

*Livingston County.*—The Committee reports that the general administration of the Almshouse has been much improved during the past year. The need of more suitable accommodation for the inmates is still as urgent as we reported a year ago. The building formerly occupied by the insane should be repaired, and the women removed to it. Members of the Committee appeared before the Board of Supervisors last year to urge the change, but their plea was not regarded. The only improvement made during the past year has been the laying of new cement floors in the dining-room, the kitchen and the cellars.

*Montgomery County.*—The Committee is much discouraged by the unsuitable accommodations and insufficient care provided in Montgomery County for the unfortunate persons who are dependent upon the public for a home. We cannot too emphatically repeat our recommendation that Montgomery County should adopt the method of caring for its poor, which is customary in this State, instead of turning them over to a contractor who is not directly responsible to the people, a plan which has been abandoned in every other county in the State in which it was tried. As reported last year, the contract was

awarded to a new firm, which, on January 13, 1898, undertook to provide for the county poor. They were removed from the unsuitable old buildings at Fultonville to a still more improper place, the Everson Hotel, at Downing. This place was visited by the Assistant Secretary February 25th, 1898. The building is an unsubstantial three-story wooden structure entirely unfitted by construction and equipment for the purpose to which it has been put. Any classification of the inmates or even separation of the sexes is rendered impossible by the arrangement of the rooms. The water supply, the drainage and the ventilation are very poor. There are no proper arrangements for bathing, as there is but one bath-tub and that not supplied with running water. The women's closet can be entered only through the men's bathroom and this bathroom was being used on the date of visitation as a temporary dead house. The men's beds are the poorest ever seen anywhere. They are without springs, sheets or counterpanes and consist of straw ticks and flannel blankets. The men are all herded together in one room on the top floor, formerly the ballroom of the hotel. Here a man dying with tumor, two other sick men and two hopeless idiots of low grade were found living in the same room where all the other men sit and smoke during the day and sleep at night. At the time of the visit the inmates had not been supplied with sufficient clothing and only two meals a day were given. There was no paid help except the keeper and matron who seemed to be doing as well as possible under most discouraging conditions.

*Niagara County.*—The most urgent needs of the Almshouse continue to be better drainage and water supply. More efficient nurses for the sick should be employed, and the accommodations for the sick should be improved. A new building is what is really needed, and this if properly constructed would meet many minor needs. The general administration is said to be excellent.

*Oneida County.*—The Committee addressed a letter to the Board of Supervisors last fall and succeeded in gaining some of the improvements needed at the County Almshouse, improvements that have added much to the comfort of the inmates. Screens for the windows in the hospital, an abundance of rubber

sheeting and couches and chairs for the sick are among the gains of the year. The new buildings are a dead house, tool house and root cellar. A large institution such as this should have a trained nurse in charge of the hospital department. Such a nurse could act also as assistant matron, and would be of value in many ways besides caring for the sick.

*Onondaga County.*—The improvements secured during the past year are electric lighting and repairing of the walls and floors. The most urgent needs are buildings that would make possible a better classification of the inmates and a well constructed and equipped hospital. A large institution such as this, receiving the poor from the city of Syracuse, should have connected with it a good hospital, under the charge of a trained nurse, with efficient assistants.

*Ontario County.*—The Committee reports that the administration of the Almshouse continues to be excellent. One of the needs mentioned last year, the painting of the buildings, has been supplied this year. Other improvements are new fences and a new hen house. The need for a better water supply which would afford protection against fire is still urgent.

*Orange County.*—The only improvements secured at the Newburgh City Almshouse during the past year have been general repairs. There is urgent need for better accommodation and care of the more aged and infirm of the male inmates, and there should also be a small isolating ward for incurable, contagious and offensive diseases. The sick should be under the charge of a trained nurse. Other needs are a new laundry, and a larger dining-room, so that the women can have their meals at the same hours as the men. Except for these defects the Almshouse is in good condition and is well managed.

*Orleans County.*—The Almshouse continues to improve under the able management of the present Superintendent of the Poor. A letter commending his policy and urging necessary appropriations for further improvements was sent from the central office to the Board of Supervisors at the time of their annual meeting last fall. The only new building erected during the past year is a cold storage building, but repairs have been

made in almost every department. The Committee reports that the drainage and the plumbing have been greatly improved, that a complete system of fire protection has been introduced, and great advances have been made in the accommodation and care of the sick. While there is no trained nurse connected with the Almshouse, two women and a man who are fairly satisfactory are employed when needed. The special needs at present are a house of detention for tramps, situated at a distance from the main buildings, and a shed for the storage of coal which is now piled up in the yard. As the Board of Supervisors has a Committee on the Almshouse which is giving intelligent support to the progressive policy of the Superintendent of the Poor, the needs of the institution will probably be supplied as far as possible.

*Oswego County.*—The special needs of the County Almshouse were brought to the attention of the Board of Supervisors last year by a representative of the Committee who presented to the Board written communications from the Committee and from the Central Office. An appropriation was made for new water-closets, one of the two improvements asked for, and these will be put in this winter. The need for modern laundry machinery remains as urgent as last year. The Committee reports the present condition and administration of the institution to be good.

*Putnam County.*—The Committee reports that during the past year new water-closets have been secured at the Almshouse. For two years we have called attention to this need, and it is gratifying to know that it has been supplied. There has been a change in the management of the institution, and it is said to be well managed and in good condition. The Committee reports that 6 children are boarded in family homes, an excellent plan if the homes are well chosen and under watchful oversight.

*Queens County.*—The Visiting Committee for Queens County, after twenty-five years of faithful service on behalf of the dependent poor of Queens County, will become on January 1, 1899, the Nassau County Committee.

*The County Almshouse*, at Barnum Island, is no longer needed now that the City of New York has absorbed that part of Queens County, which is not covered by the jurisdiction of the two town Almshouses. The property has been offered for sale, and most of its former inmates have been removed to the Almshouse at Flatbush, Brooklyn. There still remain 6 women and 75 men, the latter mostly able-bodied vagrants. When the County of Nassau comes into existence one of the questions to be decided will be whether the County shall build an Almshouse for the few dependents who are not charges on one of the towns of the County, or whether it will board such persons at the town Almshouses. Our advice would be that a County Almshouse be built to replace the town Almshouses, both of which are quite unsuited by situation, construction and equipment for the purpose to which they are put. If it is impossible to give up these town Almshouses they should be so reconstructed as to make them suitable for Almshouse purposes, and then the County charges should be boarded in them.

During the past year a new barn, a corn crib and a coal bin have been constructed on the Barnum Island property. The institution is said to be in good condition and well managed.

*The Town Almshouse of Hempstead*, in Queens County, an institution with about 50 inmates, is frequently visited by members of the Committee living in that township. It is said to be always found in good condition and well managed. Nothing seems to have been done during the past year to supply the urgent need for a better water supply, which was described in our report last year as follows: The great need is for a better water supply. The water comes from wells and is pumped up to the first floor, but not above. There are no proper bathing facilities. There is one movable bathtub which is used for the women, and the men are bathed in a shed outside. It is impossible, under the circumstances, to enforce a weekly bath for all inmates. The washing is done in old-fashioned tubs; there should be a good laundry with set tubs.

*The Town Almshouse of North Hempstead and Oyster Bay*, in Queens County, called Jones's Institute, has been visited frequently by members of our Committee living in those townships, and on October 25th the annual meeting of the Commit-

tee was held at this institution for the first time in fourteen years. The Assistant Secretary was present at this meeting and later inspected the Almshouse. The institution has a population of about 25 in summer and 50 in winter. It appears to be kept in good condition and the management seems kind and efficient. It is so lacking in modern improvements, however, that the task of making the old and feeble inmates comfortable seems to be a difficult one. The great defect at this Almshouse, as at the Almshouse for the Town of Hempstead, is the lack of any proper water supply. There is no water in the house, except what is brought in in pails, and there are no waste pipes. The water in the cisterns frequently gives out in dry weather, and water has to be carted from a considerable distance. There is no bathtub in the institution. The men wash in a small washroom at one end of the men's side. The women wash in their own rooms. The sick women are cared for in their own rooms. For the men there is a small infirmary on the first floor, and here they are cared for by an inmate who is a consumptive. Although the man is said to be kind and efficient, it is not right that the sick in their weakened condition should be cared for by a person suffering from a communicable disease.

As the inmates of this Almshouse are for the most part old and feeble and can do little farm work the situation of the institution, several miles from any village, is unfortunate.

*Rensselaer County.*—The Committee reports that the institution is well kept, and that improvements are constantly being made on the suggestions of the Committee. Recently a new slate roof has been put on the Woman's Hospital, and an additional closet has been put in the Men's Hospital. The Committee's attention has been turned recently to the bill of fare, and a liberal allowance of wholesome food is the result. There is a trained nurse in charge of the sick, and their accommodation and care are satisfactory. The special need continues to be the finding of employment for the more able-bodied inmates. There are in the Almshouse, contrary to law, seven soldiers, members of the Grand Army, who are drawing pensions.

*Rockland County.*—The Almshouse is reported to be in good condition, and under satisfactory management. The special

need is a hospital in which the very sick can be isolated. A room is needed for the storage of clothing worn by persons entering the institution and some means of disinfecting articles containing germs of disease.

About 60 children were boarded by the County in family homes during the year.

*St. Lawrence County.*—As no improvements except temporary repairs have been made during the year, the needs remain the same as reported last year, namely, spray baths, new wash basins, better plumbing, modern laundry apparatus. Improvement in the accommodation and care of the sick is also needed. The Committee reports the institution to be in good condition, except for these defects, and to be well managed.

*Schenectady County.*—The Committee reports that the buildings have been thoroughly renovated during the year and a bathtub for the women has been put in. It is doubtful whether money spent on this old building is well spent. We reported last year that the old building is unsuitable and should be replaced by a new Almshouse. If money is to be spent while the present building is occupied, it should be spent for improvements other than repairs; for instance, a nurse for the sick, who would relieve the matron of work that must be very burdensome when added to her numerous housekeeping cares.

*Seneca County.*—The Committee appealed to the Board of Supervisors last year for an appropriation for an increased tankage capacity to improve the water supply. The Committee reports this year that a new tank has been built doubling the storage capacity, and that the water supply is now adequate. There has been some improvement in the drainage and the ventilation, and the hospital has been enlarged by throwing two rooms together. Other improvements are the partial substitution of woolen blankets for "comfortables" in the hospital, the reconstruction of the bath-room, the laying of floors in the barn, the painting of the main building and the barn, the repairing of the front porch and new fences. The special needs at present are better protection against fire, a new horse barn and more wire mattresses.

*Steuben County.*—The effort of the Committee to secure from the Board of Supervisors an appropriation for an addition to the hospital met with success, and a large addition has been built. The special need at present is the enlargement of the building for women. When this improvement is secured it should include good inside closets for the women. A better system of heating should be introduced, and a modern laundry is also needed.

*Suffolk County.*—The Committee reports, with great regret, the loss during the past year of one of its most faithful and valued members, Mrs. John S. Havens, who died August 29, 1898. Mrs. Havens had been an active member of the Committee from the time of its organization.

The Almshouse and the Children's Home were visited by the Assistant Secretary on June 2d. The Almshouse was found in its usual excellent condition.

The census of the Suffolk County Children's Home continues high. On the date of the visit in June there were 45 inmates, and there had been as many as 65 at times during the winter. There has been less illness among the children during the past year, but the lack of adequate educational facilities continues.

*Tompkins County.*—The Committee reports the special needs of the Almshouse to be a more abundant water supply, and the removal of the wagou house and horse stable from close proximity to the hospital. A nurse for the sick would be a relief to the Superintendent and Matron, who now prepare all special diet for the sick and see that the food reaches the patients for whom it is intended; they now rely to some extent upon the more intelligent inmates, but must keep a careful oversight over the sick in addition to their other numerous administrative duties.

*Ulster County.*—The Ulster County Committee, after four years of inactivity, was reorganized in January, 1898, and held five meetings during the winter and spring. Sub-committees were appointed to visit the County Almshouse and the Kingston City Almshouse, the Hospital and the Industrial Home. The meeting of the Committee, held March 1st, was attended by our Assistant Secretary.

*Washington County.*—It is reported that the Almshouse continues to be well managed. As no special improvements have been made during the past year, there is still need of better protection against fire, a larger laundry, and repairs to the plumbing.

*Wayne County.*—The Committee reports that the Almshouse continues to be ably managed. In April the Committee recommended that some restriction should be placed on the visits of the inmates to the adjoining towns. The rules suggested by the Committee were adopted by the keeper, and have worked very satisfactorily. The only special improvement made during the past year has been the painting of the buildings. The Committee notes the lack of proper accommodations for patients with offensive or contagious diseases, who ought not be cared for in the present hospital building. A detached cottage might be built, where such cases might be isolated. A resident trained nurse, who would live in the hospital and care for the sick, would greatly increase the efficiency of the management.

*Westchester County.*—A separate hospital building, which was reported last year to be the most urgent need of the Almshouse, is now well under way. It is to be a three-story building, with accommodation for thirty patients, a resident physician and nurses. This will greatly improve the care of the sick, and will also somewhat relieve the overcrowding in the main building. It is to be hoped that when the hospital is completed, an efficient trained nurse will be employed to work under the direction of the physicians and to direct the subordinate nurses. The sick are now cared for by two experienced, but not trained nurses, one a male orderly of special aptitude for the work, and the other a fairly competent paid woman. These employees might both be retained under an efficient and experienced head nurse. An extension to the stable is another improvement secured during the past year. A special need continues to be proper disposal of the sewage. Sewage is now discharged into the Sawmill River, a few rods from the Almshouse, and through its pollution of this stream is somewhat of a nuisance to persons living further down the stream.

The Assistant Secretary attended meetings held by the Westchester County Committee, at the Almshouse, on June 4th and October 10th. The institution seemed to be in good condition considering its age. In some parts of the building, especially in the hospital and on the top floor, the ventilation was very poor. The overcrowding was also noticeable. The plans of the new hospital were seen and seemed to promise a great improvement in the accommodation of the sick.

The Superintendent of the Poor employs two agents to assist him in placing-out children in free family homes. During the past year these agents have taken 56 children from institutions and placed them in families.

*Yates County.*—The remodelling of the laundry advocated in our report last year has been secured this year. Other improvements are new floors in the men's side, and the painting of a portion of the building. The special needs are better accommodation for the sick, protection against fire, and a new roof. The Committee reports that the general administration of the institution has improved and is very satisfactory.

#### VISITORS TO STATE CHARITABLE INSTITUTIONS.

The State Custodial Asylum for Feeble-Minded Women at Newark has been visited quarterly by the two visitors appointed for that work. Full reports of the thorough and intelligent inspection made by these visitors have been submitted to the Association. We regret that space allows of our publishing only an abstract of these valuable and interesting communications.

During the year the institution has maintained a population of nearly 400. It is in its usual excellent condition and continues to be ably managed by the intelligent, conscientious and sympathetic Superintendent and Matron who had brought it to so high a position in past years. These officials have been assisted by carefully selected and efficient employees. The inmates are treated with uniform patience and consideration. An example of this is seen in the punishments devised for cases that need discipline. Unruly girls are made to sit silent or are sent to bed or kept from meals, or in extreme cases confined alone in a

pleasant isolated room well lighted and furnished. The most effective method of punishment consists in sending a girl to a building occupied by inmates of lower grade. Discipline is chiefly enforced through the excellent, because most natural, system of rewards and deprivations—good behavior entitles a girl to certain recreations and other privileges, while bad behavior is followed by the denial of these recreations and the withdrawal of special privileges.

Among the improvements secured during the past year is a large new clothes-room. The dresses of the inmates are hung on portable stands furnished with double hooks. Several hundred garments are thus simultaneously exposed to the air. Oil-ing and waxing the floors instead of scrubbing them has resulted in a decided decrease in the prevalence of throat troubles among the inmates.

The completion of the boiler-house and the building of a new cottage for which appropriations have been made, have unfortunately been delayed by a disagreement among members of the Board of Managers as to the best location for the proposed buildings. The number of needy cases that await admission to this institution is so great that unnecessary delay in enlarging the institution is particularly to be deplored.

It is complained that many women when received at the institution are not in a state of personal cleanliness. It seems not unreasonable to expect that persons sent to the State Charitable Institutions should be as well fitted out as persons sent to State Hospitals for the Insane, and if this cannot be attained without a law requiring it, there should be such legal regulation as now exists in the case of persons committed to State Hospitals.

#### LEGISLATION PROPOSED IN 1898.

The Association made it its duty in 1898, as in previous years, to examine carefully all bills introduced in either branch of the Legislature. Bills affecting the administration of charity were referred to appropriate committees of the Association, and were carefully considered. Such action as seemed advisable was then taken to secure their passage, amendment or defeat. The amount of proposed legislation relating to charitable inter-

ests is surprising, and the legislative work of the Association during the winter season occupies a large portion of the time of its active workers.

**"DESTITUTE MOTHERS" BILL.**

Our last report announced the passage by the Legislature and the disapproval by the Mayor of New York City, and consequent failure, of a bill called by its author "The Destitute Mothers' Bill," though its scope was in no way limited to cases of destitution or to the aid of mothers. In brief, the bill provided that any child who had been committed to an institution might be returned to its parents by the Society for the Prevention of Cruelty to Children, and that thereafter the Comptroller should pay said Society, to be handed by it to the parents of the child, the same amount of money that the institution had theretofore been receiving for it. The above-mentioned Society was also empowered to take the child away from its parents and return it to the institution at any time during its minority, if, in the judgment of the Society, the interests of the child would be benefited thereby. The Society and the Comptroller were to make rules and regulations for carrying out the provisions of the law. The grounds of our opposition to the bill were stated in the following resolutions adopted by the Board of Managers:

*Resolved*, That the State Charities Aid Association respectfully requests His Honor the Mayor to return the bill without his approval, for the following reasons:

1. The proposed legislation would establish in this city a system of public out-door relief, a system which in large cities has always been found to promote pauperism, to discourage self-reliance and thrift, and to be especially liable to flagrant abuses.

2. The system of out-door relief proposed by the bill is particularly dangerous and objectionable in that it proposes a grant of a fixed sum of money per year for each child, without reference to the particular circumstances and needs of the family or to changes that may occur in such circumstances.

3. The bill places the entire responsibility for the actual administration of the proposed system of out-door relief in the hands of the New York Society for the Prevention of Cruelty to Children, which is a private corporation and has no direct responsibility to the people of this city.

4. The bill authorizes the summary recommitment by such society, of children who may be discharged from institutions under the bill, and who may subsequently have been with their parents for a term of years—a power which is now, and should ever be, entrusted to none but duly constituted judicial authorities, and the exercise of which should be safeguarded by the statutory requirement that in every case there shall be a hearing, after due notice to all parties concerned, and that there shall be a record of the evidence presented.

5. The duty of formulating rules and regulations to govern the administration of such out-door relief is imposed solely upon the Comptroller of New York City and the above mentioned Society, no part of such responsibility being vested in the Mayor of the city, the Board of Estimate and Apportionment, or the Department of Public Charities, which in all other respects is charged with the public relief of the poor of this city.

*Resolved*, That we desire to hereby place on record our conviction that children should not be committed to institutions for the sole reason that their parents are destitute, except as a last resort, and that cases of hardship should be obviated, so far as possible, through a more effective co-operation between private relief-giving charities and committing authorities, and not through public out-door relief.

Although the bill was opposed in 1897 by practically all the charitable societies, it was again introduced on the first day of the session of 1898. The Association at once filed a request for a hearing and notified the leading charitable agencies of the city that the bill had again been introduced. The President of the Society for the Prevention of Cruelty to Children stated in reply to a communication from the President of this Association, that the Board of Managers of that Society had adopted a resolution expressing their unwillingness to accept the power sought to be conferred, as some of the provisions did not properly come within their corporate functions. A conference of charitable societies and institutions was called by this Association, in connection with four other societies, to consider the bill and take suitable action in regard to it. Twenty-four different institutions were represented at the conference; resolutions were adopted disapproving of the bill, and a committee was appointed to act in behalf of the conference. On the 8th of February a hearing was had before the Senate Committee on Cities, the

Secretary of this Association being one of the speakers in opposition to the bill. The only speaker in favor of the bill was its introducer. From all the various societies engaged in the relief and care of the poor in the City of New York, not a single voice was heard in its support. The charities were "united" and their opposition was effective, for the bill made no progress in the Legislature.

The resolutions adopted by the Board of Managers of this Association expressed the conviction that children should not be committed to institutions for the sole reason that their parents are destitute, except as a last resort, and that cases of hardship should be relieved through a more effective co-operation between private relief-giving charities and committing authorities, and not through public out-door relief. We are glad to be able to report that during the past summer the Charity Organization Society has taken up tentatively the work of securing assistance for parents who are proper persons to care for their children, but are in such reduced circumstances that they have applied for their commitment, the Society's object being to enable them to retain their children in their own care. The Society of St. Vincent de Paul has also expressed a willingness to assist worthy families who would otherwise be obliged to have their children sent to institutions, and the United Hebrew Charities has cared for families of this nature referred to it. We sincerely hope that these Societies will continue and extend this work, which is open to none of the objections which were so strongly, and justly, urged against the Ahearn bill. That there were cases of grievous hardship of the nature described by Senator Ahearn, and which his bill was intended to relieve, is not doubted, but if the plan above referred to is fully carried out, on the lines of the experiment already made, there should be no such hardships in the future.

#### BILL TO REGULATE THE PLACING-OUT OF CHILDREN.

Our last report noted the passage of a bill by the Legislature, which failed to receive the approval of the Governor, authorizing the State Board of Charities to establish rules regulating the placing-out of children, requiring that the children should be placed with persons of their own religious faith; and that

any violation of such rules should be a misdemeanor. The bill was opposed by this Association, because it seemed to us to be a dangerous invasion of the freedom of action of private charities. It was also opposed, with others, because of the mandatory and sweeping character of the provision as to providing homes of the same religious faith as the children. Earlier legislation relating to the commitment of children to institutions of the same faith as their parents, or to placing them in homes of like faith, had always been qualified by the words "whenever practicable." To make this requirement absolute would, until placing-out agencies are more strongly organized, result in depriving many children of good homes, and in further overcrowding of institutions.

A somewhat similar bill was introduced at the instance of the State Board of Charities, in Senate and Assembly on February 15, 1898. The bill provided that children should be placed with individuals of the same religious faith as the parents of the children, whenever practicable, but made a practically unlimited grant of power to the State Board of Charities to make rules and regulations which should be binding upon all societies, institutions and poor law officials in their work of placing-out children.

The existence of abuses in connection with the reception and placing-out of children by irresponsible agencies in some portions of the State was not doubted, but the members of this Association could not avoid the conviction that the remedy was far too drastic, and that such abuses as had been proven to exist, or might be discovered, should not be made the occasion of a most unusual centralization of power by giving the State Board of Charities unlimited control over the work of agencies, both public and private, receiving public money or wholly supported by private charity, engaged in the placing out of children. Under the proposed bill the central authority would be able to dictate to societies supported entirely by private charity, and the efficiency of whose work had not been questioned, just how their work should be done in every particular. A careful study of legislation in this State revealed no instance of the grant to a central State authority of any such far-reaching power over the affairs of private societies receiving no public aid.

Much as we regretted to find ourselves in the position of opposing a bill brought forward by the State Board of Charities, we were firmly convinced that the bill was wrong in principle, and that it would ultimately lead to far more serious evils than those which it was designed to correct.

A conference of societies engaged in the work of placing-out children in families from New York City was called, and was attended by representatives of the New York and Brooklyn Children's Aid Societies, the Juvenile Asylum, the New York Orphan Asylum, the Home for the Friendless, and this Association. After mature deliberation, it was decided to oppose the enactment of the bill above mentioned. The conference also considered and approved a bill, proposed by the representatives of this Association, which seemed to those present to be sufficient to correct such abuses as existed in connection with the placing-out of children, and which was not open to the objections above set forth. This bill provided that whenever the State Board of Charities should decide that any person or corporation had placed-out a child or children for purposes of gain or with such carelessness as to subject such children to cruel or improper treatment or neglect, the State Board might issue an order prohibiting such person or corporation from thereafter placing-out children, a violation of which order should be a misdemeanor. Provision was made for notice to the accused parties and a hearing and for an opportunity to appeal to the Supreme Court of the State. At the instance of the societies above mentioned this bill was introduced in the Senate by Hon. Jacob A. Cantor, and in the Assembly by Hon. John A. Weekes.

It is not necessary to follow in detail the history of the two bills. Hearings were had before both Senate and Assembly Committees, at which the considerations for and against each of the proposed bills were forcibly presented by a number of speakers. On March 11th the Chairman of the Senate Judiciary Committee telegraphed the Secretary of the Association that neither of the bills was wholly satisfactory to that Committee, and that those interested in the subject were strongly advised to confer with each other and agree, if possible, upon a satisfactory bill. A conference was accordingly had between representatives of the State Board of Charities and representatives of those who had

favored the substitute bill above mentioned, and ultimately a bill was adopted which was acceptable to those present. The principal features of this bill are that unincorporated societies and individuals, other than poor law officials, shall not place-out children without first securing a license so to do from the State Board of Charities, which license may be revoked by the State Board on reasonable notice and after an opportunity for a hearing. Children are to be placed-out, when practicable, with individuals of the same religious faith as their parents. Whenever the State Board of Charities shall decide that a person or corporation has placed-out children for purposes of gain, or without due inquiry as to the character and reputation of the persons with whom children are placed, and with the result that such children are subjected to cruel or improper treatment, or neglect, or immoral surroundings, the Board may issue an order prohibiting such person or corporation from thereafter placing-out children. The State Board of Charities is authorized to visit any child under the age of sixteen years not legally adopted who has been placed-out by any person or corporation. All persons or corporations placing-out children are to keep and preserve proper records. These records, by earlier legislation, are open to representatives of the State Board of Charities.

A representative of various Catholic societies at Albany proposed several amendments to the bill, among them a provision that poor law officials should not place-out children outside of this State. While the representative of this Association and its conferees, did not favor this proposition, believing that the widest possible latitude should be allowed in the finding of homes, it appeared that the number of children placed-out outside of the State by poor law officials was not considerable, and that the amendment would, therefore, do little harm. In view of the desirability of reaching a harmonious agreement between all parties concerned, the request for this amendment was acceded to, and, as thus amended, and with an unimportant amendment suggested by the President of the Society for the Prevention of Cruelty to Children, the bill passed both branches of the Legislature, and became a law, May 28, 1898, being Chapter 264, Laws of 1898. The amendment last mentioned states specifically that societies for the prevention of cruelty

to children shall not be required to procure a license from the State Board of Charities if they should desire to place-out children. The amendment seemed unnecessary, since such societies were evidently included in the provision that charitable societies duly incorporated in this State are not required to secure a license. The text of the law is given in full as Appendix D (see page 106).

The act, as finally passed, affords, in our opinion, ample safeguards against the recurrence of such abuses in connection with the reception and care of children, particularly illegitimate infants, as have been pointed out in recent reports of the State Board of Charities. The act requires all placing-out agencies to keep records (to which under previous laws the State Board of Charities has full access); it authorizes the State Board of Charities to visit such children; it forbids unincorporated societies and individuals other than poor law officials to place-out children until they have given to the State Board of Charities such satisfactory evidence of their ability to conduct an efficient placing-out system that the State Board is willing to grant them a license so to do; and it authorizes the State Board of Charities to suspend temporarily or permanently the work of any individual, official, society or association, incorporated or otherwise, whose work has been found to result in abuses. These are far-reaching powers, but they still preserve to incorporated institutions and to public officials the right to determine their particular methods, and to alter the same from time to time, provided their methods do not result in abuses.

The clause forbidding the placing-out of children by poor law officials outside of the State is not an essential part of the general plan of the bill, and it seems unlikely that it will result in preventing any considerable number of homeless or friendless children from receiving the benefit of the benevolence of those who might be willing to offer them a home, with all the helpfulness, companionship, sympathy and love that that implies.

It is to be noted that the law places no restriction upon institutions, societies and orphan asylums as to placing-out children in homes beyond the limits of this State. Such a restriction would not be based upon any sound principle, would inevitably result in decreasing to a marked degree the number of children

placed in homes, and in still further encouraging the growth of enormous institutions supported at public expense.

#### "FREE COAL" BILLS.

The Charter of the present City of New York, which took effect January 1, 1898, specifically forbade the distribution of out-door relief by the Department of Charities, except for purposes of transportation and for the adult blind. It had been the custom for many years for the Department of Charities to distribute a certain amount of coal each winter. This feature of the Charter was not noticed by the authorities of the Department of Public Charities until some time in January, and meantime coal for free distribution by the city had been purchased, a considerable number of families had been supplied, and 2,400 additional families had been visited, approved and given orders for coal. Shortly after the illegality of the distribution of coal was noticed by the city authorities a bill was introduced in Albany providing for a restoration of the former custom in the boroughs of Manhattan and the Bronx. The bill originated with a member of the Assembly who had recommended to the Charities Department that a needy widow should receive coal. When the coal was not given he inquired as to the cause, and was informed of the new Charter provision. This bill was quickly followed by other bills authorizing the free distribution of coal by the city in the boroughs of Brooklyn, Queens and Richmond. Brooklyn had discontinued all public out-door relief in 1878 as a result of a movement instigated by the Kings County Committee of this Association.

The bills were opposed before the Assembly Committee on Cities by representatives of the Charity Organization Society, the Association for Improving the Condition of the Poor, and of this Association. The Secretary of this Association spoke particularly of the impropriety of distributing free coal from city funds while the inmates of the city institutions were suffering from cold, overcrowding, insufficient clothing and insufficient food. The bills were favored by two members of the Assembly from the City of New York. The bills passed the Assembly, but were reported unfavorably by the Senate Committee with-

out a hearing, and the Senate adopted the adverse report, thus killing the bills.

It is not altogether unfortunate that the city authorities had begun the distribution of coal as usual, for it afforded the private charitable agencies of the city an opportunity to come forward at a critical juncture and test their own resources and ability to meet the need of out-door relief in midwinter. The Charity Organization Society, in co-operation with other societies, offered to secure fuel for such of the families as had been favorably passed upon by the Department of Charities, if upon investigation they were found to be in need. A very full and enlightening statement of the results of these investigations is to be found in the Charities Review for May and June, 1898, in the articles on Public Out-door Relief, by the Secretary of the Charity Organization Society. In all, 2,112 applications were investigated, of which 1,076, or slightly more than half, were decided favorably—and 1,036 unfavorably. Of the favorable cases, 689 received coal from the Association for Improving the Condition of the Poor, 98 from the United Hebrew Charities, and 288 were referred to Charity Organization Society district committees for relief, other than fuel.

The private agencies for the relief of the poor in their homes were thus found to be fully equal to the task. The position that had been taken before the legislative committees was sustained to the fullest extent by actual experience. May we not hope that this conclusive demonstration closes the history of public out-door relief in the City of New York?

#### OTHER LEGISLATION.

For the information of our readers we have prepared and print as Appendix E (see page 108), a summary of the laws enacted in 1898 affecting the administration of charities. Perhaps the most important of those not already mentioned, is the uniform charter for cities of the second class (*i. e.*, having a population between 50,000 and 250,000), taking effect January 1, 1900, which provides that in each such city there shall be appointed by the mayor a commissioner of charities and correction, to hold office for two years, such commissioner to appoint

an overseer of the poor, and in his pleasure, a deputy commissioner.

The bill providing for the establishment of a farm colony for vagrants, emanating from the Conference of Charities of the City of New York, again passed the Senate, but was not reported by the Assembly Committee.

The successful efforts of this Association in opposition to two bills which would have interfered with the Cumulative Sentences Law, have been described in the report of the Committee on Pauper-Delinquents.

#### EDUCATIONAL.

The work of the State Charities Aid Association, as a whole, in securing and utilizing accurate information concerning public charities and in informing and developing public opinion, though directed to practical ends, is educational as well as practical in its results. In addition a considerable portion of the time of its active members is taken up each year with distinctively educational movements.

The National Conference of Charities and Correction held its Twenty-fifth Annual Session in this city in May last, Hon. William R. Stewart, President of the State Board of Charities, being its presiding officer. The President of this Association served as Chairman of the Local Committee of One Hundred. The Secretary of the Association was Chairman of the Section on Municipal and County Charities, and was a member of the Board of Managers of the Local Office of the Conference.

The Secretary and Assistant Secretary of the Association, during the year, prepared a statement of the charitable activities of each of the seventy-three cities in the United States which had in the year 1890 a population of more than 40,000. The plan of organization of municipal charities, the relations between public and private institutions, the policy with regard to out-door relief, the number and character of institutions maintained by the city, with their census and the expense of maintaining them, the disposition made of destitute children, and other information were obtained for each city. The statements were included as a part of the report of the Chairman of

the Committee on Municipal and County Charities, which was given wide circulation.

At the general session devoted to this topic the Secretary of the Association submitted a report upon present tendencies in the administration of municipal charities. Addresses were made by Hon. Josiah Quincy, Mayor of Boston; Hon. John W. Keller, President of the Department of Public Charities of New York City, and Hon. Joseph H. Choate, President of this Association. President Keller took occasion to speak of his high regard for the work of the Association, and stated that he had found its assistance of very great practical value. He considered that it did for him the work that the unpaid Boards of Trustees do for the municipal charities of Boston.

The Annual Convention of the Superintendents of the Poor was attended by the Secretary and Assistant Secretary of the Association, the latter of whom presented a paper upon the Supervision of Children Placed-out in Families in the State of New York. The Newburgh Committee was represented by the Agent for Dependent Children.

Under the auspices of the Charity Organization Society there was conducted in this city from June 20 to July 30, 1898, a class in practical philanthropic work. A series of lectures were given by specialists in various lines of charitable effort, and typical institutions in the city and vicinity were visited. The Secretary of this Association delivered three lectures upon "The History of the Care of Destitute Children," "Institutional and Placing-out Methods," and "The Work of the State Charities Aid Association." The Assistant Secretary gave lectures upon "Provision for Babies, and for Mothers and Babies," and upon "County Poorhouses."

The Secretary of the Association has served during the year as a member of the editorial staff of the *Charities Review*.

Donations and exchanges of books and pamphlets have been added to the Library during the past year to the number of 155. A list of these additions is given as Appendix G (see page 112).

#### CRAIG COLONY FOR EPILEPTICS.

As many of our members, both of the Central Association and of the County Committees, rendered valuable assistance in

securing the legislation by which this, the youngest and perhaps most hopeful of the State charitable institutions, was established, they will be interested in hearing of its progress during the past year. The following statement is compiled from official sources:

The work of the Colony during the past year has been extremely gratifying in every respect. During the year 157 patients were admitted and 49 were discharged; 7 were discharged as recovered, 18 as improved, 6 as unimproved; 4 became insane and were transferred, as prescribed by law, to State hospitals, and 14 died; the percentage of deaths on the whole number treated being 3. This low death rate is ascribed to the fact that all the patients are compelled to live largely an outdoor life, to engage in some form of outdoor labor and to partake of a wholesome diet.

Every county in the State, with the exception of Hamilton, Herkimer, Essex and Rockland, has sent patients to the Colony, and the reason no patients have been received from these counties is that they have not, to this time, had any patients suitable for admission.

The principal buildings constructed during the past year were the following:

Three dormitory buildings of wood and stone; two of these are for males, with capacity of thirty-two patients each; the other for females, capacity fourteen patients. The *per capita* cost of the above named dormitory buildings was \$532.

An Administrative Building, costing \$28,000. This is of buff brick with bluestone trimmings, two stories high; with mansard roof and ample basement and attic rooms. It contains the offices for Board of Managers, Superintendent, Steward, book-keepers, stenographers, public reception-room, dining-room for officers, and kitchen, all of these being on the first floor. The second floor contains living rooms for officers.

Two cottages for heads of departments, blacksmith and engineer; coal vault, capacity, 275 tons; laundry building, costing \$8,000, with capacity for laundry work for 1,000 persons.

There are now under construction eleven buildings on the east side of the Kishaqua Creek, all of which are for female patients. These buildings were designed by Carrere & Hastings,

of New York City, and when completed will form a very picturesque and beautiful group. They are of simple construction, two stories in height, with low, broad verandas, and will be colored snow white, with red roofs. Two buildings in this group will be given up entirely to children, each having a capacity for thirty children. Each building for children will contain large glass, steam-heated play rooms, kindergarten-rooms, sloyd-rooms and school-rooms, all of which are on the first floor. The *per capita* cost of these buildings, including the heating, plumbing, electric lighting, and ranges set up in all kitchens, is \$387.59, which is certainly a very moderate amount.

The total capacity of the Colony, on October 21, 1898, is 340. The buildings now being erected for the women will, when completed, increase this number to 620. It is expected that the new buildings will be ready for occupancy by May or June, 1899.

The Managers will ask the incoming Legislature for an appropriation to construct two large infirmary buildings for chronic and bed-fast cases, to accommodate 100 patients each. They will also ask for a large sum for dormitory purposes. There are now on file at the Colony applications for the admission of 600 patients who cannot be received on account of lack of room.

During the month of August, patients were employed at the Colony as follows:

#### MEN.

1. Daily average number of men during August.....	150
2. Daily average number employed during August.....	129
3. Daily average number employed at profitable labor.....	99
4. Per cent. employed of total number under treatment.....	86%

The difference between items one and two is made up by the number in school, in the Hospital, and chronic invalids.

5. Daily average value of all male labor during month of August, reckoned on the basis of the value of such labor when bought in the open market	\$46 90
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#### WOMEN.

1. Daily average number of women during August.....	145
2. Daily average number employed during August.....	122
3. Daily average number employed at profitable labor.....	75
4. Per cent. employed of total number under treatment.....	83 4/29%

The difference between items one and two is made up by the number in school, in the Hospital, and chronic invalids.

5. Daily average value of all female labor during month of August, reckoned on the basis of the value of such labor when bought in the open market	\$25 65
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The report of the Steward shows that there was grown and manufactured on the Colony premises during the past year articles and produce to the value of \$36,899.03, being more than 50 per cent. of the cost of maintenance.

#### HOSPITAL BOOK AND NEWSPAPER SOCIETY.

(Branch of the State Charities Aid Association.)

This Society furnishes reading matter gratuitously to the hospitals and other public institutions of New York City, and to as many other places as its supply of books and money allows. During the year ending September 30, 1898, 8,858 books, 25,258 magazines, and 58,616 papers were distributed among the institutions under the Departments of Charities and Correction, free reading-rooms, clubs, boys' lodging-houses, missions, homes, societies for sailors and seamen, life-saving stations, and other places in the vicinity of the city.

Through the country at large our contributions went to libraries, reading-rooms, churches, prisons, institutions of all kinds, and to individuals. To several of the camps and ships we sent direct, and to others through the Army Branch of the Y. M. C. A. and the Red Cross Relief Association.

There is a decrease in amount distributed compared to preceding year, due to lack of funds early in the winter, and later to the absence of some of our workers.

Our supply of reading matter increases yearly, so do also the appeals for it—nearly twenty-five new ones since our last report—and increased funds are needed to carry on the work. In addition to the rent, the newspaper collector, the packer and incidental expenses, the express companies now make a charge, though at reduced rates, for carrying parcels beyond a certain distance.

The papers and magazines collected from the Union Club, the Union League Club, and the Society's red boxes, go to the Almshouse, the City Hospital, the Metropolitan Hospital, and the Manhattan State Hospital. For the last, the bags are sent to the city offices and thence distributed, through the kindness of Dr. Macdonald, to the Hospitals on Ward's and Hart's Islands.

The Newspaper Service was reorganized last winter, as there had been great difficulty in having the bags sent to, and re-

turned from, the Institutions with any regularity. Since March, monthly reports have been received from all the Institutions, excepting the City Hospital, showing a total of 87,011 papers distributed, nearly double the number of the preceding year. From the City Hospital it has seemed impossible to get reports, or have the bags returned. The hospital has been visited, and the officials interviewed, but without result. At one time we found the bags were thrown into the water to avoid the trouble of carrying them to the hospital. One more attempt will be made this winter, as the daily papers could be a great resource to the patients, of whom there are over 700, if they could be got to them.

Contributions of books can be sent to the office, Room 417, 105 East Twenty-Second Street, and money to the Treasurer, Mrs. I. W. Haven, same address. Address inquiries to Miss Gertrude L. Hoyt, Secretary, 105 East Twenty-Second Street, New York.

#### SOCIETY FOR INSTRUCTION IN FIRST AID TO THE INJURED.

Organized by the State Charities Aid Association in 1882.

The following is a statement showing the number of classes instructed from October 1, 1897, to September 30, 1898, by the SOCIETY FOR INSTRUCTION IN FIRST AID TO THE INJURED:

	Classes.	Men.	Women.
Pay Classes held in Society's Rooms.....	20	56	107
Free Classes, as follows:			
Policemen.....	3	124	
Members of New York Fire Patrol.....	4	110	
" " New York Fire Department.....	30	355	
" " Y. M. C. A. and Young Men's Institute....	6	110	
" " Grace Reformed Church.....	2	10	20
" " Grace Parish House.....	2	30	25
" " St. Agnes Church.....	1	16	
" " St. Bartholomew's Church.....	1		40
" " First Presbyterian Church.....	1	16	
" " Young People's Association of the late Dr. John Hall's Church.....	1	40	
" " Italian Church.....	1		22
" " Jerry McAuley Cremorne Mission.....	1		8
" " Girls' Department, House of Refuge, Randall's Island.....	1		24
" " Working Girls' Clubs.....	3		23
Public School (free lecture course).....	4	88	19
Nurses at Cancer Hospital.....	3		37
	84	955	325

Total number of persons, 1,280.

Total number of persons instructed since the establishment of the Society, 10,999, of whom 5,833 passed an examination and received a diploma.

In addition to the above statement, the classes held in the Public Schools (free to the parents of the day scholars) numbered over 500 persons; 107 (mentioned above) were examined and received the diploma.

It is gratifying to be able to report a steady extension of the field of instruction, especially in two of the great City Departments in which large numbers of men are employed, their occupation being more or less of a hazardous character and placing them frequently in emergencies which require a knowledge and application of the instruction imparted by this Society. The Police Department, in which classes have existed since 1882, but the formation of which depended on the discretionary permission of the Board, has now by resolution, adopted December 30, 1897, incorporated instruction in First Aid into what is known as the probationary course; so that, unless the measure is rescinded, which it is hoped it will not be, our instruction will henceforth form part of a policeman's education. All the Park Police received instruction in First Aid before their incorporation with the Metropolitan Police.

The Board of Fire Commissioners, before their retirement from office on January 1st, followed the precedent set by the Police Commissioners and have also made First Aid instruction a part of the probationary training.

The importance of these two steps is certainly great.

Letters mentioning cases in which First Aid instruction has been made of use have been received from Y. M. C. A.'s at

Milwaukee, Wis.,

Holyoke, Mass.,

Evansville, Ind.,

Indianapolis, Ind.,

Rochester, N. Y.,

Albany, N. Y.,

Batavia, N. Y.,

Hollywood Inn, Yonkers, N. Y.,

Clinton, Iowa.,

Galveston, Tex., and

Bridgeport, Conn.

The report of the Philadelphia Branch of the Society for Instruction in First Aid to the Injured, under date of July, 1897, states as follows:

"As a circle of King's Daughters, we started having the course of lectures prescribed by your Society, last November. During this course we saw the opportunity of starting another

class, and then, when the Boy's Brigade of the city saw that we were organized, they asked us to take charge of their class. The result was that we had four classes. Number attending lectures, 104; number examined, 56; diplomas issued, 54."

In closing this report of the work of the year which is past, we can, we think, congratulate our friends and supporters on what has been accomplished, which, considering our restricted resources, must be regarded on the whole as very satisfactory. Our work should, as it seems to us, appeal to all, for its object is to mitigate suffering and at times save life. The quality of mercy which it offers is not strained, but is extended to all who need it, without distinction of race or occupation. It remains for those who believe that "it is more blessed to give than to receive," to see that this work is not crippled or restricted in its growth by want of means.

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We would close our twenty-sixth annual report to the State Board of Charities, by expressing our conviction, never clearer nor stronger than at present, that citizens who wish to help their fellows can do so in no way more effectively than by uniting their efforts with those of public officials, in behalf of the charities that are conducted in the name of all the people. Our observation and experience lead us to believe that year by year conditions become more favorable for such co-operation, and the future of our public institutions becomes correspondingly more hopeful.

For the Board of Managers,

HOMER FOLKS,  
*Secretary.*

## REPORT OF FINANCE COMMITTEE.

The Finance Committee respectfully submits its report as follows:

From the Treasurer's report it appears that the receipts for the fiscal year ending September 30, 1898, were:

From Annual Income Fund Subscriptions	\$1,450 00	
“ Annual Subscriptions.....	724 87	
“ Donations .....	6,599 52	
	<hr/>	\$8,774 39
“ Income from Endowment Fund...	\$533 33	
“ Interest on Deposits.....	14 16	
“ Sales of Publications.....	29 05	
“ Sale of Awnings.....	7 50	
	<hr/>	584 04
Balance from last year.....		286 67
		<hr/>
Total .....		\$9,645 10

The expenditures for the fiscal year amount to \$9,081.81, which includes the repayment in April last of a loan of \$500 from the New York Security and Trust Company, leaving a balance of \$563.29 at the beginning of the new fiscal year. In this balance are included, however, the following amounts:

Special Fund for Legislation for the In-		
sane .....	\$88 63	
Special Fund for work for Children ....	100 00	
	<hr/>	\$188 63

It will thus be seen that the actual balance available for the general purposes of the Association on September 30, 1898, was \$374.66.

The Endowment Fund was increased by the receipt, in July last, of the legacy of \$50,000 from the estate of the late Miss Rosalie Butler, for many years one of the most active and faithful workers in the Association. The invested Endowment

Fund of the Association now amounts to \$66,800 (par value), with an uninvested balance of \$179.20.

In April last it became evident that unless a special effort was made at once to increase the revenues of the Association, there would be a considerable deficit at the close of the fiscal year, due to several causes, partly to the death of several of the oldest friends of the Association, partly to the special difficulty of securing contributions on account of the financial unrest preceding and during the war, and later to the very unusual demands upon the charitable funds of the community made by the needs of our suffering soldiers. At a meeting of the Finance Committee, held April 2d, a statement was submitted showing that the probable receipts and expenditures for the ensuing eight months would result in a deficit December 1, 1898, of \$2,303. The members of the Committee who were present agreed to contribute or secure donations amounting to \$1,200, and a special committee, consisting of Miss Schuyler and Mr. Jas. J. Higginson, was appointed, with power to raise the additional \$1,103.52 needed to meet the prospective deficit. On April 27th, at a meeting of the Finance Committee, the Special Committee reported that they had secured contributions, which had already been paid in or pledged, amounting to the desired sum. For the first time in a number of years the active workers in the Association were able to feel assured at the opening of the summer that the fiscal year would close without a deficit. To the members of this Special Committee, Miss Schuyler and Mr. Higginson, the thanks of the Finance Committee, as also of the Association as a whole, are due for their energetic and successful efforts. It is especially gratifying that this amount of \$2,303.52 was contributed, with the exception of \$225, by persons who were already active workers of the Association, and who thus testified to their deep interest in its work, and their devotion to the objects for which the Association has been working for the past twenty-five years.

While the generous bequest of our late associate, Miss Butler, will materially increase the yearly income of the Association, it is still desirable, and indeed necessary, that each member of the Association should endeavor to secure new annual subscribers

to its funds. The list of such subscribers inevitably decreases year by year, unless continued efforts are made to keep it filled. During the past year, as has been stated, this cause, with others, led to a prospective deficit of considerable proportions. Furthermore, it is certainly the sentiment of those who were associated with Miss Butler in her work that the bequest that she has so generously left to us should be used, in part, at least, for the development and strengthening of new lines of work, in which she was known to be deeply interested. The Finance Committee, therefore, asks the co-operation of every member of the Association in providing for it an assured income of at least \$10,000 per year.

Respectfully submitted,

CHARLES H. MARSHALL,  
*Chairman Finance Committee,  
State Charities Aid Association.*

# REPORT OF THE TREASURER FOR THE FISCAL YEAR ENDING SEPTEMBER 30TH, 1898.

CHARLES S. FAIRCHILD, *Treasurer, In account with STATE CHARITIES AID ASSOCIATION.*

To Balance, September 30th, 1897.....	\$286 67	By Rent.....	\$1,621 68
" Donations and Subscriptions .....	8,774 39	" Printing and Stationery.....	745 74
" Sale of Publications .....	29 05	" Salaries.....	4,749 87
" Income from Endowment Fund .....	533 33	" Special Services for Placing-out Work.....	10 00
" Interest from N. Y. Security and Trust Co., on deposits.....	14 16	" Office Expenses.....	775 00
" Sale of Awnings .....	7 50	" Traveling Expenses of Secretary and Assistant Secretary.....	250 00
		" Commissions paid Collector.....	218 70
		" Repayment of Loan from N. Y. Security and Trust Co., April 29th, 1898.....	500 00
	\$9,645 10	" Interest on Loan to April 29th, 1898.....	12 83
		" Union Transfer and Storage Co. for moving Furniture and Library to new Offices.....	14 25
		" Photographs and Lantern Slides.....	9 20
		" Purchase of Awnings for new Offices.....	41 00
		" Telephone Rental.....	48 90
		" Ice, July, 1897, to January, 1898.....	9 00
		" Altering and Repairing Office Furniture and Fixtures.....	12 65
		" Lettering on Doors of new Offices.....	4 69
		" Office Furniture.....	21 60
		" Bookbinding.....	21 70
		" Senate and Assembly Bills, 1898.....	15 00
		" Balance, September 30th, 1898*.....	563 29
			\$9,645 10

E. & O. E.

NEW YORK, September 30th, 1898.

We, the undersigned, have examined the above report of the Treasurer of the State Charities Aid Association, for the year ending September 30th, 1898, with the vouchers, and find the same to be correct.

CHARLES S. FAIRCHILD, *Treasurer.*

CHANDLER ROBBINS,  
BENONI LOCKWOOD.

\* This balance includes—

Balance of Special Fund for Legislation for Insane.....	\$88 68
Special Contribution for Work for Children.....	100 00
Balance of General Fund.....	874 96
	\$663 29

# STATEMENT OF ENDOWMENT FUND.

CHARLES S. FAIRCHILD, *Treasurer*, *In account with* STATE CHARITIES AID ASSOCIATION.

Received, 1878:					
From Mrs. J. W. Clendenin.....	\$2,000 00		By investments, in hands of Treasurer:		Cost.
Received, 1884:			1878, \$2,000.00 U. S. 4% registered		\$2,007 50
From Mr. Charles O'Connor.....	500 00		bonds.....		
Received, 1885:			1884, \$400.00 U. S. 4% registered		491 50
From legacy of Dr. J. G. Adams	500 00		bonds.....		
Received, 1895:			1885, \$400.00 U. S. 4% registered		495 00
Through Hon. Carl Schurz.....	2,500 00		bonds.....		
From Mr. Gustav Amsinck.....	1,000 00		1895, \$5,000.00 N. Y. City 3% gold		5,050 00
" Mrs. A. A. Anderson .....	1,000 00		bond.....		
" Mr. James Speyer .....	1,000 00		1896, Loan secured by first mort-		
" Mr. James A. Scrymser .....	250 00		gage on N. Y. City Real Estate,		
" Mr. and Mrs. Robert W. de Forest. . .	250 00		5% .....		1,000 00
" Mr. Wm. E. Dodge.....	1,000 00		1897, Loan secured by first mort-		
" Mr. D. Willis James .....	1,000 00		gage on N. Y. City Real Estate,		
" Mr. Cornelius Vanderbilt.....	1,000 00		5% .....		3,000 00
" A Friend .....	25 00		1898, \$55,000.00 Atchison, Topeka		
Received, 1896:			and Santa Fé Ry. general mort-		
From Mrs. A. A. Anderson .....	500 00		gage bonds.....		52,070 80
" Mr. J. Pierpont Morgan .....	1,000 00		Total investments.....		\$64,114 80
" Mrs. Percy R. Payne .....	500 00		Transferred to General Fund, prior to		
" Miss E. Tuckerman.....	1,000 00		1886.....		6 00
Received, 1897:			Transferred to General Fund, 1896, by		
From Charles S. Fairchild.....	25 00		permission of Mrs. A. A. Anderson ..		1,000 00
" Charles Lanier.....	250 00		Balance deposited with N. Y. Security		
Received, 1898:			and Trust Company, Sept. 30, 1898 .		179 20
Bequest of Miss Rosalie Butler.....	50,000 00		Total.....		\$65,300 00
Total.....	\$65,300 00				

NEW YORK, September 30, 1898.

The undersigned have examined the securities above mentioned par value, \$66,800, and find the same to be in the hands of the Treasurer.

CHARLES S. FAIRCHILD, *Treasurer*.

BENONI LOCKWOOD,  
CHANDLER ROBBINS.

# REPORT OF TREASURER OF SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH INFANTS,

FOR THE YEAR ENDING SEPTEMBER 30TH, 1898.

HELEN C. BUTLER, *In account with*

SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH INFANTS.

By Balance in hands of Treasurer, October 1, 1897.....	\$281 34
" Balance in hands of Ass't Sec'y, October 1, 1897 (special).....	8 95
" Subscriptions and donations received during year.....	2,059 25
	<u>\$2,349 54</u>
To Salaries of Agents.....	\$1,230 00
" Extra service.....	43 00
" Food and lodgings for women awaiting situations.....	69 37
" Railroad fares (sending women to situations).....	302 92
" Expressage and storage of women's trunks, messenger service and telegrams.....	11 52
" Advertisements for situations.....	17 45
" C. O. S. Directory and Advertisement.....	3 00
" Printing and Stationery.....	98 04
" Postage.....	116 81
" Street-car and ferry fares.....	25 07
" Furnishings for new office.....	62 13
Total expenditures.....	<u>\$1,979 31</u>
Balance in hands of Ass't Sec'y, September 30, 1898 (special).....	6 00
Balance in hands of Agent.....	10 45
Balance in hands of Treasurer.....	353 78
	<u>\$2,349 54</u>

E. & O. E.

September 30, 1898.

HELEN C. BUTLER, *Treasurer.*

I, the undersigned, have examined the above report of the Treasurer of the Agency for Providing Situations for Mothers with Infants, for the year ending September 30, 1898, with the vouchers, and find the same to be correct.

GERTRUDE S. RICE.

December, 1898.

**SUBSCRIPTIONS AND DONATIONS**  
TO THE  
**STATE CHARITIES AID ASSOCIATION.**

*Annual Income Fund Subscriptions for the year ending  
September 30th, 1898.*

Mr. George S. Bowdoin .....	\$50 00	Mrs. J. Pierpont Morgan .....	\$50 00
Miss H. C. Butler .....	50 00	Mr. George S. Morison .....	50 00
Mrs. Alfred C. Clark .....	50 00	Mr. Archibald Rogers .....	50 00
Miss Clinch .....	50 00	Miss Georgina Schuyler .....	50 00
Mr. Ira Davenport .....	50 00	Miss Louisa Lee Schuyler .....	50 00
Miss Grace H. Dodge .....	50 00	Mrs. Elliott F. Shepard .....	50 00
Mr. Charles S. Fairchild .....	50 00	Mrs. Wm. Douglas Sloane .....	50 00
Mrs. E. L. Godkin and Mrs. A. B. Sands .....	50 00	Mr. William Alex. Smith .....	50 00
Mr. James J. Goodwin .....	50 00	Mr. Charles F. Southmayd .....	100 00
Mr. J. B. Haggis .....	50 00	Messrs. Speyer & Co. ....	100 00
Mr. Peter Marie .....	50 00	Miss Emily Tuckerman .....	50 00
Mr. Charles H. Marshall .....	100 00	Mrs. Lucius Tuckerman .....	100 00
Mrs. J. W. Minturn .....	50 00		
			<b>\$1,450 00</b>

*Annual Subscriptions for the year ending September 30th, 1898.*

Mrs. R. T. Auchmuty .....	\$25 00	Mrs. R. M. Olyphant .....	\$10 00
Mrs. N. E. Baylies .....	5 00	Mrs. Henry Oothout .....	10 00
Mrs. D. C. Blodgett .....	10 00	Mrs. Edwin Parsons .....	5 00
Mrs. George S. Bowdoin .....	10 00	Miss C. H. Patterson .....	5 00
Mrs. John Crosby Brown .....	10 00	Mrs. Edward T. Potter .....	10 00
Mrs. Julius Bunzl .....	10 00		
Mrs. H. W. Cannon .....	25 00	Miss Redmond .....	10 00
Mrs. Wm. F. Cary .....	5 00	Mr. Charles de Rham .....	10 00
Mrs. F. E. Chadwick .....	5 00	Mr. Charles de Rham, Jr. ....	10 00
		Mr. William B. Rice .....	10 00
Mrs. John Davenport .....	25 00	Mrs. William B. Rice .....	10 00
Mr. D. Stuart Dodge .....	10 00	Mr. William C. Schermerhorn ..	10 00
Mrs. L. d'Oremieux .....	5 00	Mr. Jacob H. Schiff .....	25 00
Mr. Robert G. Dun .....	10 00	Mrs. R. G. Shaw .....	10 00
Messrs. Julius Ellinger & Co. .	10 00	Mrs. William Alex. Smith .....	5 00
Miss S. R. C. Furniss .....	10 00	Mr. Francis Lynde Stetson .....	25 00
Mr. Frederick Gallatin .....	25 00	Mrs. John T. Terry .....	5 00
Mrs. Joseph Howland .....	5 00	T. Gaillard Thomas, M. D. ....	5 00
Mrs. Francis P. Kinnicutt .....	5 00	Mrs. Merritt Trimble .....	10 00
Miss Kneeland .....	10 00	Miss Louisa Twining .....	4 87
Mrs. Charles Lanier .....	25 00	Mrs. John A. Vanderpoel .....	25 00
Miss Catherine G. Livingston ..	10 00	Mr. Theodore Wehle .....	5 00
Mrs. C. R. Lowell .....	10 00	George G. Wheelock, M. D. ....	25 00
Mr. Charles W. McAlpin .....	10 00	Mr. A. M. White .....	25 00
Mr. J. J. McCook .....	25 00	Mr. Alfred T. White .....	25 00
Miss S. E. Minton .....	25 00	Miss Frances E. White .....	25 00
Mrs. Henry W. Munroe .....	10 00	Mr. Horace White .....	10 00
Miss H. D. Nelson .....	5 00	Mrs. Stamford White .....	10 00
Mrs. Catherine A. Newbold .....	10 00	Mr. Bache McE. Whitlock .....	10 00
		Mr. R. H. Williams .....	25 00
		Total .....	<b>\$724 87</b>

*Donations received during the year ending September 30th,  
1898.*

Mr. A. Gifford Agnew .....	\$10 00	Mrs. Charles S. Fairchild.....	\$100 00
Mrs. A. Gifford Agnew .....	10 00	Mrs. Josiah Fiske.....	10 00
Mr. J. H. Alexandre.....	10 00	Mr. Robert W. deForest .....	100 00
Mrs. A. A. Anderson.....	200 00	Mr. James B. Ford.....	25 00
Anonymous.....	3 52	"Friend".....	25 00
Messrs. D. Appleton & Co.....	50 00		
Mr. Hugh D. Auchincloss.....	25 00	Mrs. Robert W. Gillespie.....	10 00
		Mr. Malcolm Graham.....	20 00
Misses Babcock.....	20 00	Mrs. J. A. C. Gray.....	10 00
Mr. Otto T. Bannard.....	25 00	Mr. Wm. C. Gulliver.....	10 00
Mrs. H. S. Barnes.....	5 00	Mrs. W. S. Gurnee.....	25 00
"B. B.".....	200 00		
Mr. Charles C. Beaman.....	10 00	Mr. Charles Hanselt.....	20 00
Messrs. August Belmont & Co.....	50 00	Messrs. P. Harmony's Nephews	25 00
Mrs. Tunis G. Bergen.....	25 00	Mrs. E. H. Harriman.....	10 00
Mrs. Heber R. Bishop.....	20 00	Mrs. H. O. Havemeyer.....	10 00
Mr. George Blagdon.....	10 00	Mrs. S. L. Hayden.....	20 00
Mrs. George T. Bliss.....	25 00	Mrs. Richard S. Hayes.....	10 00
Mrs. Stephen G. Bogert.....	10 00	Mrs. Henry Herrman.....	100 00
Mr. Frank S. Bond.....	5 00	Mrs. Gustave Heye.....	25 00
Mrs. Simon Borg.....	10 00	Mr. James J. Higginson.....	105 00
Mrs. Bruce Brown.....	10 00	Mrs. James J. Higginson.....	50 00
Miss Catherine W. Bruce.....	25 00	Charles Hitchcock, M. D.....	25 00
Miss Edith Bryce.....	10 00	Mr. H. H. Hollister.....	10 00
Miss H. C. Butler (special)....	125 00	Mr. W. B. Hornblower.....	10 00
		General Thomas H. Hubbard.....	50 00
Mr. J. L. Cadwalader.....	50 00	Mrs. Thomas H. Hubbard.....	10 00
Mr. George F. Canfield.....	50 00	Mr. Clarence M. Hyde.....	50 00
Miss A. P. Cary.....	50 00	Frederick E. Hyde, M. D.....	75 00
"Cash".....	5 00		
"Cash".....	25 00	Mr. Adrian Iselin.....	50 00
Mr. Joseph H. Choate.....	250 00	Mr. John B. Ireland.....	10 00
Mr. Matthew Clarkson.....	25 00		
Mr. Charles W. Cooper.....	25 00	Mr. Frederick B. Jennings....	25 00
Mr. Edward Cooper.....	50 00	Mrs. Morris K. Jesup.....	10 00
Mr. C. H. Coster.....	25 00	Miss C. O. Jones.....	5 00
Messrs. Couderet Brothers.....	10 00		
Mrs. W. S. Cowles.....	10 00	Mr. John S. Kennedy.....	25 00
Mrs. Frederick Cromwell.....	10 00	Mr. Samuel Keyser.....	100 00
Mr. R. Fulton Cutting.....	100 00		
		Messrs. Lazard Frères.....	50 00
Mr. Joseph F. Daly.....	5 00	Mr. William P. Letchworth....	5 00
Mrs. Charles Dana.....	5 00	Mr. A. Lueder.....	10 00
Mrs. Adolph de Bary.....	10 00		
Rev. Morgan Dix, D. D.....	10 00	Mr. Wallace Macfarlane.....	25 00
Mr. William E. Dodge.....	100 00	Mr. J. W. Mackay.....	50 00
Mrs. Wm. Butler Duncan.....	25 00	Mr. and Mrs. V. Everitt Macy..	100 00
Mr. E. P. Dutton.....	10 00	Mr. Alexander Maitland.....	10 00
		Mr. Howard Mansfield.....	5 00
Mr. Dorman B. Eaton.....	10 00	Mr. David Marks.....	5 00
Mr. H. W. Eaton.....	10 00	Mr. Charles H. Marshall.....	100 00
J. H. Emerson, M. D.....	5 00	Mr. Robert Mazet.....	5 00
Mr. J. J. Emery.....	25 00	Mr. John A. McKim.....	75 00
		Mr. John S. McLean.....	10 00
Mr. H. C. Fahnestock.....	100 00	Mr. E. F. Milliken.....	20 00
Mr. Charles S. Fairchild.....	225 00	Mr. Roland G. Mitchell.....	50 00

Mrs. Wm. Moir.....	\$10 00	Mr. James Speyer.....	\$100 00
Mrs. John Chandler Moore...	5 00	Messrs. Speyer & Co.....	100 00
Mrs. Wm. Y. Mortimer.....	10 00	Mrs. J. R. Stevens.....	5 00
Mr. Levi P. Morton.....	10 00	Mr. William R. Stewart.....	10 00
Mr. Jordan L. Mott.....	10 00	Mrs. Joseph Stickney.....	10 00
		Mrs. H. C. Stimson.....	5 00
Mrs. Wm. H. Osborne.....	10 00	Mr. Anson Phelps Stokes.....	100 00
Mr. Frederick T. Palmer.....	100 00	Mr. Ernest Thalman.....	10 00
Miss S. Parrish.....	10 00	Mrs. Hugh S. Thompson.....	10 00
Mr. John E. Parsons.....	10 00	Mr. M. S. Thompson.....	10 00
Mr. Alfred Pell.....	50 00	Mr. Jonathan Thorne.....	10 00
Miss Penfold.....	25 00	Miss Phoebe Anna Thorne.....	25 00
Mrs. Percy R. Pyne.....	500 00	Mr. Samuel Thorne.....	25 00
Miss S. Rhinelanders.....	25 00	Mrs. Howard Townsend.....	10 00
Mrs. William B. Rice.....	15 00	Mrs. W. H. Townsend.....	10 00
Mrs. J. L. Riker.....	5 00	Mr. Spencer Trask.....	10 00
Miss M. N. Roberts.....	10 00	Mr. Paul Tuckerman.....	20 00
Mr. Livingston Roe.....	20 00		
Mrs. H. H. Rogers.....	5 00	Hon. C. H. Van Brunt.....	10 00
Mrs. C. V. S. Roosevelt.....	10 00	Mr. Cornelius Vanderbilt.....	100 00
Mr. Elihu Root.....	25 00	Mr. Henry Villard.....	100 00
Mrs. C. H. Russell.....	10 00		
Rev. W. T. Sabine.....	1 00	Mr. W. Seward Webb.....	20 00
Mr. F. Augustus Schermerhorn	100 00	Mrs. John Wells.....	25 00
Mrs. H. M. Schieffelin.....	10 00	Mr. Alfred T. White.....	100 00
Mr. James A. Strymser.....	100 00	Miss Frances E. White.....	100 00
Mr. Arthur G. Sedgwick.....	10 00	Miss May W. White.....	5 00
Mr. W. Watts Sherman.....	100 00	Mrs. Harry Payne Whitney...	10 00
Mr. James Rufus Smith.....	10 00	Mr. A. Wolff.....	10 00
Mr. Frederick A. Snow.....	10 00	Mrs. Isador Wormser.....	20 00
Mr. William Solomon.....	10 00	W. Gill Wylie, M. D.....	100 00
"Special".....	500 00		
			\$6,599 52

*Contributions to Sub-Committee on Providing Situations for  
Mothers with Infants from October 1st, 1897, to  
September 30th, 1898.*

Mrs. R. T. Auchmuty.....	\$50 00	"C.".....	\$100 00
Mrs. Hugh D. Auchincloss.....	25 00	Mrs. Anna Shaw Curtis...	5 00
Mrs. S. P. Avery.....	10 00	Mr. George E. Chisholm...	10 00
Mrs. J. H. Alexandre.....	5 00	Mrs. M. B. Cary.....	3 00
Mrs. C. R. Agnew.....	5 00	Mrs. H. L. Center.....	5 00
V. B., Sr.....	10 00	Mrs. Chandler.....	5 00
Miss Bryce.....	25 00	Cosmopolitan Sewing Cir-	
Mrs. A. G. Breese.....	10 00	cle.....	20 00
Mrs. P. G. Bartlett.....	10 00	Cash.....	2 00
Mrs. S. J. Broadwell.....	1 00		
Mrs. F. M. Bacon.....	5 00	Mrs. Wm. E. Dodge, Jr...	20 00
Mr. Edward C. Bogert....	25 00	Miss Grace H. Dodge.....	25 00
Miss Mary T. Bryce.....	25 00	Mr. Robert W. deForest...	20 00
Miss H. C. Butler.....	50 00	Mrs. Wm. E. Dodge, Sr...	25 00

Mrs. John J. Emery.....	\$25 00	Miss E. V. C. Morris.....	\$10 00
Employer.....	1 00	Mr. Otto L. Mayer.....	10 00
Miss Ada Faye.....	10 00	Mrs. John McAlan.....	10 00
Mrs. C. S. Fairchild.....	25 00	Miss Minton.....	20 00
Mr. George D. Farrar.....	25 00	Mrs. John Markoe.....	27 00
A Friend.....	55 00	Mr. Charles Mali.....	5 00
		Mr. Albert Mathews.....	5 00
		Mrs. John Minturn.....	25 00
Mrs. W. S. Gurnee, Jr....	5 00		
Mrs. Wm. Preston Griffin..	5 00	Miss Meta Neilson.....	10 00
Mr. Frederic A. Gans.....	10 00	G. H. N.....	5 00
Mr. J. N. A. Griswold....	25 00		
Mrs. Richard Gambrill....	10 00	Mrs. Oothout.....	25 00
		Mrs. Wm. H. Osborn.....	20 00
Mrs. August Heckscher....	25 00		
Mrs. C. W. Harkness.....	25 00	Mr. Alfred Duane Pell....	10 00
Dr. Frederic E. Hyde.....	25 00	Mrs. Mary L. Parsons....	6 00
Mrs. Mary L. Harrison ...	5 00	Mr. Samuel Peters.....	5 00
Miss Eleanor Hendricks...	5 00	Mrs. Charles Phelps.....	5 00
Mrs. Henry O. Havemeyer..	10 00	Miss Susan D. Parish....	25 00
Mr. Gustav Heye.....	10 00		
Mrs. A. Filmore Hyde.....	5 00	Mrs. A. D. Russell.....	10 00
Mrs. Horace T. Hayden....	5 00	Mr. W. S. Read.....	20 00
M. H. H.....	1 00	Mr. James A. Roosevelt..	25 00
		Mrs. R. Rives.....	10 00
Miss Jennings.....	100 00		
Mrs. Morris K. Jesup.....	50 00	Mrs. Ben. L. Swan, Jr....	10 00
Miss Elizabeth R. Jones ..	10 00	Miss J. L. Stevens.....	10 00
		Mrs. Jacob H. Schiff.....	25 00
Mrs. Kernochan.....	6 00	Mr. Frederic W. Stevens..	10 00
Miss Sybil K. Kane.....	10 00	Mr. Mason A. Stone.....	5 00
Mr. J. F. Kernochan.....	5 25	Mrs. Francis L. Stetson..	10 00
Mrs. Wm. M. Kingsland..	10 00	Mrs. Elliott F. Shepard..	100 00
		Mrs. D. DuBois Sahler...	5 00
Mrs. Lewis.....	25 00	Mrs. Wm. W. Skiddy ...	5 00
Mrs. George deForest Lord	10 00	Miss Louisa Lee Schuyler.	10 00
Miss Eleanor LeRoy.....	5 00	Mrs. J. A. Scrymser.....	25 00
Mr. Robbins Little.....	5 00	Mrs. A. H. Schenck.....	25 00
Miss Hannah N. Lawrence	10 00	Mrs. W. Wheeler Smith..	2 00
McA.....	5 00	Mrs. James Timpson.....	10 00
Mrs. Haslett McKim.....	50 00	Mrs. Merritt Trimble....	10 00
Mrs. J. Pierpont Morgan..	50 00	Mrs. Thurston.....	5 00
Mr. James McGee.....	10 00	Mrs. John T. Terry.....	50 00

Mrs. E. H. Van Ingen....	\$10 00	Mr. G. G. Williams.....	\$10 00
Mr. Henry Villard.....	25 00	Miss T. M. Williams.....	5 00
Mr. Edgar B. Van Winkle.	10 00	Miss Eweretta Whitney...	10 00
		Mrs. Wm. Whitney.....	10 00
Mrs. Woerishoffer.....	25 00	Mrs. Whitridge.....	5 00
Mrs. Felix M. Warbury...	35 00	Mrs. Lewis Wolff.....	50 00
Mrs. Joseph M. White....	25 00		
Mrs. R. H. Williams.....	10 00	Mr. Richard Young.....	10 00
Miss Frances E. White....	25 00	Mrs. Andrew C. Zabriskie.	10 00
Mrs. John T. Willets....	15 00		
Mr. C. W. Watson.....	25 00	Total.....	\$2,059 25

*Contributions to the Joint Committee of A. I. C. P. & S. C.  
A. A.*

Mrs. M. Orme Wilson.....	\$1,000 00	Mr. E. S. Harkness.....	\$25 00
Miss Annie B. Jennings...	400 00	Mr. J. Hood Wright.....	10 00
Mrs. Haslet McKim.....	50 00	Mrs. Roland Redmond....	10 00
Mrs. John Wells.....	25 00	Mrs. Jacob Rupert.....	10 00
Mrs. R. T. Auchmuty....	100 00	Mr. John S. Kennedy....	50 00
Mr. Morris K. Jesup .....	50 00	Mr. Horace White .....	10 00
Mr. W. C. Schermerhorn..	100 00	Mr. Alfred T. White .....	50 00
Mr. DeWitt J. Seligman..	25 00	Mrs. Wm. Toothe.....	10 00
Mr. Jacob H. Schiff.....	50 00	Mr. Jonathan Thorne.....	25 00
Mr. W. F. Rollins.....	10 00	Mrs. L. A. Wight.....	5 00
Mrs. J. F. D. Lanier.....	50 00	Mrs. George T. Bliss.....	25 00
Mr. Lewis S. Wolff.....	10 00	Mrs. George Kitching....	2 00
Mr. Francis L. Stetson....	26 00	Mr. Joseph H. Choate....	100 00
Mr. Samuel Thorne.....	50 00		
Mr. W. H. Webb .....	20 00		
Mrs. F. H. VanIngen.....	25 00		
			\$2,323 00

# **Appendix A.** **3 STATEMENT COMPILED FROM REPORTS OF COUNTY VISITING COMMITTEES.**

COUNTY.	Almshouse located at	No. of inmates October 1, 1898.			Classification of Inmates.						Condition of Almshouse as to			How often are religious services held.	Number of children not passing through Almshouse disposed of by Superintendent of Poor during year.
					Feeble-minded and idiotic.	Epileptic.	Children under two years of age.	Between two and sixteen years of age during year.	Born in Almshouse during year.	Water supply.	Drainage.	Ventilation.			
		Males.	Females.	Total.											
Albany*	Albany	35	26	61	7	1	0	0	0	0	Abundant.	Good.	Fair.	Weekly.	5
Albany.	Angelica	55	21	76	11	2	0	2	1	1	Abundant.	Good.	Good.	Fortnightly.	0
Allegany.	Machias	53	22	75	12	5	3	0	0	1	Good.	Good.	Fair.	Fortnightly.	4
Cattaraugus.	Sennett.	90	43	133	23	5	0	0	4	4	Good.	Good.	Good.	Fortnightly.	18
Cayuga.	Dewittville.	71	29	100	6	7	0	1	2	2	Good.	Fair.	Fair.	Fortnightly.	4
Chemung.	Breesport	44	20	64	1	1	0	0	0	2	Fair.	Good.	Fair.	Weekly.	2
Chenango.	Preston.	80	48	128	9	5	2	5	2	2	Excellent.	Good.	Poor.	Fortnightly.	1
Chenango.	Ghent	30	18	48	5	0	0	22	1	1	Fair.	Excellent.	Fair.	Fortnightly.	0
Columbia.	Homer	30	18	48	5	0	0	22	1	1	Good.	Good.	Sufficient.	Fortnightly.	10
Cortland.	Delhi	70	18	88	10	2	2	7	4	4	Plenty.	Good.	Fair.	Weekly.	5
Delaware.	Oak Summit.	460	182	642	10	11	23	5	55	55	Good.	Good.	Poor.	Weekly.	457
Dutchess.	Buffalo	32	19	51	8	2	0	Yes	0	0	Good.	Good.	Fair.	Fortnightly.	15
Essex.	Whallonsburg.	36	13	49	4	0	0	1	0	0	Ample.	Good.	Excellent.	None.	11
Franklin.	Malone	41	17	58	Yes	2	0	0	0	0	Good.	Good.	Fair.	Weekly.	5
Fulton.	Gloversville.	40	14	54	3	0	0	0	0	0	Poor.	Good.	Good.	Semi-weekly.	0
Fulton.	Bethany	40	14	54	3	0	0	0	0	0	Poor.	Good.	Good.	Fortnightly.	1
Genesee.	Cairo.	40	27	67	3	2	0	19	1	1	Inadequate.	Poor.	Poor.	Fortnightly.	1

60	22	82	3	4	1	6	4	Plenty.	Good.	Fair.	Monthly.	0
kiner...	Middleville....	82	3	4	1	6	4	Plenty.	Good.	Fair.	Monthly.	0
gs***	Flatbush.....	78	3	8	0	0	0	Good.	Fair.	.....	Weekly.	3
ington...	Geneseo.....	48	23	9	1	1	0	Poor.	Poor.	Poor.	No.	0
at...	Fultonville...	99	5	3	1	0	6	Fair.	Poor.	.....	Weekly.	45
gomery	New York....	244	2	5	0	1	7	Good.	Good.	Fair.	Weekly.	About 50
York***	Lockport....	208	10	2	3	0	2	Good.	Good.	Good.	Weekly.	.....
gana...	Rome.....	68	0	1	1	0	2	Good.	Good.	Excellent.	Fortnightly.	.....
ida...	Syracuse....	89	3	1	2	0	2	Good.	Good.	Good.	Weekly.	31
ndaga...	Canandaigua..	65	12	2	0	0	1	Adequate.	Excellent.	Improved.	Weekly.	1
ario...	Newburgh....	98	7	10	3	1	2	Good.	Good.	Good.	Occasionally.	.....
age**	Albion.....	52	1	0	0	0	0	Good.	Good.	Good.	Occasionally.	6
ans...	Mexico.....	81	0	0	2	1	0	Sufficient.	Sufficient.	Sufficient.	Monthly.	.....
ego...	Carmel.....	264	0	1	4	1	12	Good.	Good.	Good.	Weekly.	0
lam...	Barnum Island	101	6	0	2	0	0	Sufficient.	Bad.	Bad.	Weekly.	65
ens...	Troy.....	85	13	0	2	4	2	Sufficient.	Satisfactory.	Good.	Monthly.	About 60
sselaer	New Dorp....	113	40	10	1	3	3	Good.	Good.	Poor.	Weekly.	5
mond...	Monsey.....	75	1	0	2	0	1	Excellent.	Improved.	Fair.	Weekly.	14
cland...	Canton.....	37	4	0	0	0	0	Adequate.	Good.	Good.	No.	6
awrence	Schenectady..	83	6	1	0	2	1	Good.	Good.	Good.	Weekly.	.....
nectady	Waterloo....	150	38	4	3	0	4	Good.	Good.	Good.	Fortnightly.	.....
ca...	Bath.....	53	11	0	0	3	0	Good.	Good.	Good.	Fortnightly.	0
ben...	Yaphank....	73	13	3	2	0	3	Good.	Good.	Good.	Fortnightly.	6
olk...	Ithaca.....	83	10	2	2	3	1	Sufficient.	Good.	Fair.	Not regularly.	1
pkins...	New Paltz....	367	0	2	16	0	13	Adequate.	Fair.	Fair.	Weekly.	56
er*	Argyle.....	30	2	0	0	0	0	Fair.	.....	Fair.	.....	3
hington	Lyons.....	52	31	79	10							
ne...	East View....	288										
chester.	Penn Yann...	20										

Report for 1898 not yet received.

\* Newburgh city almshouse.

\*\* New statistics for New York and Kings Counties will be found in Appendix B (see p. 104).

\*\*\* The

**Appendix B.****CENSUS OF DEPARTMENT OF PUBLIC CHARITIES OF NEW YORK  
CITY, OCTOBER 1, 1898.**

	Officers and em- ployees.	Unpaid helpers.	Inmates.	Total.	Work- house helpers trans- ferred.
<b>Boroughs of Manhattan and the Bronx:</b>					
Bellevue Hospital.....	432	173	770	1,421	46
Gouverneur " .....	39	3	40	83	1
Harlem " .....	36	6	46	94	6
Fordham " .....	38	4	30	72	
City " .....	176	85	597	887	29
Metropolitan " .....	110	24	413	571	24
Almshouse.....	151	....	2,547	2,698	
Infants' Hospital....	167	6	208	431	50
Children's Hospitals and Schools.....	146	10	1,030	1,226	40
<b>Total, Manhattan and the Bronx.....</b>	<b>1,295</b>	<b>311</b>	<b>5,681</b>	<b>7,483</b>	<b>196</b>
<b>Boroughs of Brooklyn and Queens:</b>					
Almshouse.....	....	....	1,361		
Hospital.....	....	....	672		
<b>Total, Brooklyn and Queens.....</b>	<b>....</b>	<b>....</b>	<b>2,033</b>		
<b>Borough of Richmond:</b>					
Almshouse.....	....	....	101		
<b>Total, New York City...</b>	<b>....</b>	<b>...</b>	<b>7,815</b>		

## Appendix C.

LIST OF INSTITUTIONS IN THE BOROUGH OF MANHATTAN AND THE  
BRONX RECEIVING PAYMENT FROM THE CITY OF NEW YORK  
FOR THE SUPPORT OF DESTITUTE, NEGLECTED OR WAYWARD  
CHILDREN (NOT INCLUDING HOSPITALS), WITH THE CENSUS OF  
EACH ON OCTOBER 1, 1897.

CATHOLIC INSTITUTIONS.	Census October 1, 1897.
Asylum of Sisters of St. Dominic .....	309
Asylum of St. Vincent de Paul .....	221
Association for Befriending Children and Young Girls .....	72
Sisters of 3d Order of St. Dominic .....	585
Missionary Sisters, 3d Order of St. Francis .....	1,124
Mission of the Immaculate Virgin .....	1,601
N. Y. Catholic Protectory .....	2,438
St. Agatha's Home .....	271
St. Joseph's Asylum .....	782
St. James' Home .....	104
St. Michaels' Home .....	102
St. Ann's Home .....	370
St. Elizabeth's Industrial School .....	111
Institution of Mercy .....	853
N. Y. Foundling Hospital .....	2,080
Total in 15 Catholic Institutions .....	11,023
(Average number in each Catholic Institution, 735.)	
PROTESTANT INSTITUTIONS.	
American Female Guardian Society and Home for the Friendless ..	230
Association for Benefit of Colored Orphans .....	300
Five Points House of Industry .....	339
N. Y. Juvenile Asylum .....	1,073
N. Y. Infant Asylum .....	323
Nursery and Childs' Hospital .....	474
Childrens' Fold .....	167
Total in 7 Protestant Institutions .....	2,906
(Average number in each Protestant Institution, 415.)	
HEBREW INSTITUTIONS.	
Hebrew Benevolent and Orphan Asylum Society .....	810
Hebrew Sheltering Guardian Society .....	718
Hebrew Infant Asylum .....	43
Total in 3 Hebrew Institutions .....	1,571
(Average number in each Hebrew Institution, 524.)	
Total, all institutions .....	15,501

## Appendix D.

### AN ACT REGULATING THE PLACING-OUT OF CHILDREN.

*Laws of New York—General—All Counties.*

#### CHAP. 264.

AN ACT to prevent evils and abuses in connection with the placing-out of children.

BECAME a law April 14, 1898, with the approval of the Governor. Passed, three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

SECTION 1. When used in this act the term destitute child means an orphan, abandoned or destitute minor, under the age of sixteen years, who is an inmate of a public or private charitable institution or is maintained by or dependent upon public or organized charity. The term place-out, when used in this act, means the placing of a destitute child in a family, other than that of a relative within the second degree, for the purpose of providing a home for such child. The term board, when used in this act, means the state board of charities.

§ 2. It is hereby made unlawful for any person or corporation, other than a charitable or benevolent institution, society or association, or society for the prevention of cruelty to children, now or hereafter duly incorporated under the laws of this state, or a local officer charged with the relief of the poor and placing-out in the manner now provided by law, to place-out any destitute child, directly or indirectly, unless such person or corporation shall be duly licensed, as hereinafter provided, by the state board of charities, to place-out destitute children. Nor shall any local officer charged with the relief of the poor, directly or indirectly, place-out any child or children in a family not residing within this state.

§ 3. The state board of charities is hereby authorized to issue licenses to such persons or corporations as apply therefor, and, in the judgment of said board, are proper to place-out children, empowering such licensees to place-out destitute children. Any such license may be revoked by said board, in its discretion, on reasonable notice to such licensee and after affording such licensee an opportunity to be heard before said

board. The reason for not granting any such license within six months after application has been made therefor, or for revoking a license, shall be entered in full in the minutes of said board.

§ 4. Any person or corporation who shall place-out a destitute child shall keep and preserve a record of the full name and actual or apparent age of such child, the names and residence of its parents, so far as known, and the name and residence of the person or persons with whom such child is placed. If such person or corporation shall subsequently remove such child from the custody of the person or persons with whom it was placed, the fact of such removal and the disposition made of such child shall be entered upon such record.

§ 5. The state board of charities, through any member, officer or duly authorized inspector of said board, is hereby authorized to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed-out by any person or corporation mentioned in the second section of this act, or by any person licensed by said board to place-out destitute children.

§ 6. In every case where practicable any child placed-out shall be placed with individuals of like religious faith as the parents of the child.

§ 7. Whenever the state board of charities shall decide by the affirmative vote of a majority of its members that any person or corporation has placed-out children for purposes of gain, or without due inquiry as to the character and reputation of the persons with whom such children are placed, and with the result that such children are subjected to cruel or improper treatment or neglect or immoral surroundings, the said board may issue an order prohibiting such person or corporation from thereafter placing-out children. No such order shall be issued unless such person or corporation has had reasonable notice, with a copy of the charge, and an opportunity to be heard before said board, and a full record of the proceedings and decision on such hearings shall be kept by said board. Any such order issued by said board may be revoked by said board.

§ 8. Any person or corporation who may feel aggrieved by the decision of the state board of charities in issuing any order pursuant to the provisions of section seven of this act, may apply to any judge of the supreme court in the judicial district in which such person resides, or in which the chief office of such corporation is situated, for a writ of certiorari, and upon the return of such writ the reasonableness of such decision shall be subject to review by the supreme court of this state.

§ 9. Any person or corporation who shall willfully violate any of the provisions of this act or shall place-out a child in vio-

lation of an order issued under the provisions of section seven of this act shall be guilty of a misdemeanor and upon conviction thereof shall be punished by a fine of not less than fifty and of not more than two hundred and fifty dollars.

§ 10. This act shall take effect on the first day of June, eighteen hundred and ninety-eight.

STATE OF NEW YORK,        }  
Office of the Secretary of State, } ss :

I have compared the preceding with the original law on file in this office, and do hereby certify that the same is a correct transcript therefrom and of the whole of said original law.

JOHN PALMER,  
*Secretary of State.*

## Appendix E.

### STATE LEGISLATION OF 1898 AFFECTING CHARITIES.

#### GENERAL LAWS.

- CHAP. 196. Appropriating \$158,000 for new buildings and improvements at the Craig Colony for Epileptics.
- CHAP. 37. Providing that the drying room of every laundry in any building erected at the expense of the State shall be constructed of fire-proof building material.
- CHAP. 264. An Act to prevent evils and abuses in connection with the placing-out of children.
- CHAP. 182. A uniform charter for cities of the second class, providing for a Commissioner of Charities and Correction, to be appointed by the Mayor in each such city, and to hold office for two years. Such Commissioner to appoint an Overseer of the Poor, and, in his pleasure, a Deputy Commissioner.
- CHAP. 473. Amending the Act authorizing religious corporations to establish homes for the aged poor.
- CHAP. 636. Levying a special tax for the support of the insane in State Hospitals, and containing provisions relating to the purchase of supplies for such hospitals.
- CHAP. 606. Appropriation bill, including an item of \$6,000 for the Pasteur Institute in the City of New York.

- CHAP. 441. Amending the charter of the Society for the Reformation of Juvenile Delinquents in the City of New York.
- CHAP. 399. Amending the Code of Criminal Procedure relative to proceedings for compelling relatives to support poor persons.
- CHAP. 337. Amending the laws relating to the relief of indigent soldiers, sailors and marines.
- CHAP. 536. Amending the State Charities Law relative to the appointment of Managers of the State Industrial School at Rochester.
- CHAP. 606. Appropriation bill providing funds for the support of State charitable institutions, and containing provisions relating to the purchase of supplies for such institutions.
- CHAP. 664. Amending the Tramp Law.
- CHAP. 667. Amending the Town Law in relation to the fees of magistrates and peace officers in connection with the arrests of tramps and vagrants.

#### SPECIAL LAWS.

- CHAP. 479. Amending the charter of the Children's Aid Society of Rochester.
- CHAP. 60. Confirming the title of the Roman Catholic Orphan Asylum to certain lands in the City of New York.
- CHAP. 138. Amending the laws relating to the support of the poor in Fulton County.
- CHAP. 604. Dissolving the corporation known as the Inebriates' Home for Kings County.
- CHAP. 588. Creating the County of Nassau.
- CHAP. 96. Incorporating "The Hebrew Charities Building" in the City of New York.
- CHAP. 486. Amending the laws relating to the support of the poor in Albany County.
- CHAP. 125. Amending the laws relating to the support of the poor in Town of Plattsburg, County of Clinton.
- CHAP. 4. Amending the charter of the Rochester Orphan Asylum.
- CHAP. 523. In relation to the relief of indigent soldiers and sailors in New York City.

## Appendix F.

### MEMBERS AND OFFICERS

OF THE

### STATE BOARD OF CHARITIES,

1898.

SHOWING COUNTIES INCLUDED IN THE VARIOUS JUDICIAL DISTRICTS.

#### OFFICERS:

WILLIAM RHINELANDER STEWART.....	<i>President</i>
ENOCH VINE STODDARD.....	<i>Vice-President</i>
ROBERT W. HEBBERD.....	<i>Secretary</i>
CHARLES S. HOYT.....	<i>Superintendent of State and Alien Poor</i>
JAMES O. FANNING.....	<i>Inspector of Charities</i>
Office of the Board: The Capitol, Albany.	
<i>First Judicial District</i> .....	WM. R. STEWART, <i>President</i> , 31
County of New York.	Nassau St., New York.
<i>New York County</i> .....	Mrs. BEEKMAN DE PEYSTER, 101 West
	Eighty-first St., New York.
<i>New York County</i> .....	JOHN VINTON DAHLGREN, 1133 Broad-
	way, N. Y.
<i>New York County</i> .....	STEPHEN SMITH, 640 Madison Ave.,
	N. Y.
<i>Second Judicial District</i> .....	EDWARD H. LITCHFIELD, 2 Monta-
Counties of Richmond,	gue Terrace, Brooklyn, N. Y.
Suffolk, Queens,	
Kings, Westchester,	
Putnam, Orange,	
Rockland and Dut-	
chess.	
<i>Kings County</i> .....	TUNIS G. BERGEN, 101 Willow St.,
	Brooklyn, N. Y.
<i>Third Judicial District</i> .....	SELDEN E. MARVIN, 344 State St.,
Counties of Columbia,	Albany, N. Y.
Sullivan, Ulster,	
Greene, Albany,	
Schoharie and Rens-	
selaer.	

*fourth Judicial District*...NEWTON ALDRICH, Gouverneur,  
Counties of Warren, St. Lawrence County, N. Y.

Saratoga, Washing-  
ton, Essex, Franklin,  
St. Lawrence, Clin-  
ton, Montgomery,  
Hamilton, Fulton and  
Schenectady.

*fifth Judicial District*...ROBERT MCCARTHY, 312 Bastable  
Counties of Onondaga, Building, Syracuse, N. Y.

Oneida, Oswego, Her-  
kimer, Jefferson and  
Lewis.

*sixth Judicial District*...PETER WALRATH, Chittenango,  
Counties of Otsego, Del- Madison County, N. Y.

aware, Madison, Che-  
nango, Broome,  
Tioga, Chemung,  
Tompkins, Cortland  
and Schuyler.

*seventh Judicial District*...ENOCH VINE STODDARD, M. D., Vice-  
Counties of Livingston, President, 62 State St., Rochester,  
Wayne, Seneca, N. Y.

Yates, Ontario, Steu-  
ben, Monroe and  
Cayuga.

*eighth Judicial District*...HARVEY W. PUTNAM, 21 White  
Counties of Erie, Chau- Building, Buffalo, N. Y.

tauqua, Cattaraugus,  
Orleans, Niagara,  
Genesee, Allegany  
and Wyoming.

## Appendix G.

### ADDITIONS TO LIBRARY SINCE LAST ANNUAL REPORT.

#### *Relating to Children.*

- Children's Aid Society, Boston, Mass. Statement, 1897.  
 Children's Aid Society of the City of New York. Report, 1897.  
 Michigan State Public School for Dependent and Neglected Children, Lansing, Mich. Biennial Report, 1896.  
 Society for the Prevention of Cruelty to Children. New York City. Report, 1897.  
 New Jersey Commission. Report on Defective, Delinquent and Dependent Children, and their Care. Transmitted to the Legislature, session of 1898.  
 The Daisy Fields Home and Hospital for Crippled Children. Report, 1897.  
 Circular relating to the Care of Dependent Children. Issued by the Board of State Charities. Columbus, Ohio, 1892.  
 American Female Guardian Society and Home for the Friendless. Report, 1898.  
 Buffalo Orphan Asylum. Report, 1897.  
 Thoughts in an Orphan Asylum. By Rabbi Solomon Schindler. Article in the "Arena." November, 1893.  
 The Industrial Colony Association for Boys, Gardiner, N. Y. Prospectus, 1897.  
 Richmond County Society for the Prevention of Cruelty to Children. Report, 1897.  
 Society for the Protection of Children from Cruelty and Immorality. Baltimore, Md. Report, 1897.  
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## Appendix H.

### CERTIFICATE OF INCORPORATION OF STATE CHARITIES AID ASSOCIATION.

We, the undersigned, being of full age and citizens and residents of the State of New York, do hereby associate ourselves together to form an incorporation under the provisions of Chapter 319 of the Session Laws of New York of the year 1848, and of the Acts amendatory of the same.

We do further certify that the name or title by which the Society is to be known in law is the "State Charities Aid Association"; that its principal place of business is in the City of New York. Its particular business and objects are to aid and promote the improvement of the mental, moral, and physical condition of the inmates of all public charitable institutions in the State, and in particular of State Institutions, County Poor-houses and City Alms-houses, and to induce the adoption by the community at large of such measures in the organization and administration of both public and private charity as may develop the self-respect and increase the power of self-support of the poorer classes in society; that the number of its trustees, directors, or managers, is fifteen, and that their names for the first year of the Society's existence are Louisa Lee Schuyler, Howard Potter, Gertrude S. Rice, Theodore W. Dwight, Laura d'Orémieulx, James Gallatin, Florence Bayard Lockwood, D. Willis James, Elizabeth C. Hobson, John Crosby Brown, Sophie E. Minton, Henry E. Howland, Sarah T. Sands, John A. McKim, Joseph H. Choate.

In witness whereof we have hereunto set our hands, this 22d day of December, 1880.

LOUISA LEE SCHUYLER,  
HOWARD POTTER,  
GERTRUDE S. RICE,  
THEODORE W. DWIGHT,  
LAURA D'ORÉMIEULX,  
JAMES GALLATIN,  
JOHN CROSBY BROWN,  
FLORENCE BAYARD LOCKWOOD,  
D. WILLIS JAMES,  
ELIZABETH C. HOBSON,  
SOPHIE E. MINTON,  
HENRY E. HOWLAND,  
SARAH T. SANDS,  
J. A. MCKIM,  
JOSEPH H. CHOATE.

STATE OF NEW YORK, }  
City and County of New York. }

On this 22d day of December, 1880, before me personally appeared Louisa Lee Schuyler, Howard Potter, Gertrude S. Rice, Theodore W. Dwight, Laura d'Orélmieulx, James Gallatin, John Crosby Brown, Florence Bayard Lockwood, D. Willis James, Elizabeth C. Hobson, Sophie E. Minton, Henry E. Howland, Sarah T. Sands, John A. McKim, and Joseph H. Choate, all to me known, and known to me to be the individuals described in, and who executed, the foregoing instrument, and severally acknowledge that they executed the same.

CHAUNCEY O. MIDDLEBROOK,  
Notary Public.

COUNTY OF NEW YORK.

I hereby consent to and approve of the filing of the within certificate.

C. H. DONOHUE.

NEW YORK.

### Appendix I.

#### RIGHT OF ENTRANCE LAW—STATE CHARITIES AID ASSOCIATION.

*General—All Counties—Laws of New York.*

CHAP. 546, LAWS OF 1896.

AN ACT relating to state charities, constituting chapter twenty-six of the general laws.

BECAME A LAW May 12, 1896, with the approval of the Governor. Passed, three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

#### CHAPTER XXVI. OF THE GENERAL LAWS.

##### STATE CHARITIES LAW.

##### ARTICLE II.

##### *State Charities Aid Association.*

Section 30. Visits by the state charities aid association.

31. Duties of officers in charge of institutions; enforcement of orders.

32. Annual reports.

SECTION 30. Visits by the state charities aid association.—Any justice of the supreme court, on written application of the

state charities aid association, through its president or other officer designated by its board of managers, may grant to such person as may be named in such application, orders to enable such persons, or any of them, as visitors of such association to visit, inspect and examine, in behalf of such association any of the public charitable institutions and state hospitals for the insane owned by the state, and the county, town and city poor-houses and alms houses within the state. The persons so appointed to visit, inspect and examine such institutions shall reside in the counties from which such institutions receive their inmates, and such appointments shall be made by a justice of the supreme court of the judicial district in which such visitors reside. Each order shall specify the institution to be visited, inspected and examined and the name of each person by whom such visitation, inspection and examination shall be made, and shall be in force for one year from the date on which it shall have been granted, unless sooner revoked.

§ 31. Duties of officers in charge of institutions; enforcement of orders.—All persons in charge of any such institution shall admit each person named in any such order into every part of such institution, and render such person every possible facility to enable him to make in a thorough manner such visits, inspection and examination, which are hereby declared to be for a public purpose, and to be made with a view to public benefit. Obedience to the orders herein authorized shall be enforced in the same manner as obedience is enforced to an order or mandate by a court of record.

§ 32. Annual reports.—Such association shall make an annual report to the state board of charities upon matters relating to the institutions subject to the visitation of such board; and to the state commission in lunacy upon matters relating to the institutions subject to the inspection and control of such commission. Such reports shall be made on or before the first day of November for each preceding fiscal year.

*General—All Counties—Laws of New York.*

## CHAP. 225, LAWS OF 1896.

AN ACT in relation to the poor, constituting chapter twenty-seven of the general laws.

BECAME a law April 8, 1896, with the approval of the Governor. Passed, three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

## CHAPTER XXVII. OF THE GENERAL LAWS.

## THE POOR LAW.

## ARTICLE VII.

§ 121. Visit by the state charities aid association.—Any justice of the supreme court, on written application of the state charities aid association, through its president or other officer designated by its board of managers, may grant to such persons as may be named in such application, orders to enable such persons, or any of them, as visitors of such association, to visit, inspect and examine, in behalf of such association, any alms-house within the state. The person so appointed to visit, inspect and examine such alms-house and alms-houses, shall reside in the county or counties from which such alms-house or alms-houses receive their or some of their inmates, and such appointment shall be made by a justice of the supreme court of the judicial district in which such visitors reside. Each order shall specify the alms-house to be visited, inspected and examined, and the name of each person by whom such visitation, inspection and examination shall be made, and shall be in force for one year from the date on which it shall have been granted, unless sooner revoked.

All persons in charge of any such alms-house shall admit each person named in any such order into every part of such alms-house, and render to such person every possible facility to enable him to make in a thorough manner such visit, inspection and examination, which are hereby declared to be for a public purpose and to be made with a view to public benefit. Obedience to the orders herein authorized shall be enforced in the same manner as obedience is enforced to an order or mandate of a court of record.

Such association shall make an annual report to the state board of charities upon matters relating to the alms-houses subject to its visitation. Such reports shall be made on or before the first day of November for each preceding fiscal year.

**Appendix J.**  
**BY - LAWS**  
OF THE  
**STATE CHARITIES AID ASSOCIATION.**

*Adopted May 11, 1872.*  
*Amended December 19, 1895.*

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I.

TITLE AND SCOPE.

The name of this Society is the STATE CHARITIES AID ASSOCIATION. Its field of action comprises the State of New York (*Incorporated under the General Act, December 22, 1880*).

II.

OBJECTS.

The objects of the Association are:

1. The improvement of the mental, moral and physical condition of the inmates of all public charitable institutions in the State of New York; and especially of those in State Institutions, County Poorhouses and City Almshouses.

2. To induce the adoption, by the community at large, of such measures in the organization and administration of both public and private charity as may develop the self-respect and increase the power of self-support of the poorer classes of society.

To these ends the Association, an unofficial, volunteer organization, composed of citizens who desire to secure for their public institutions of charity the best possible administration, shall, as far as may be thought practicable, aid and co-operate with the official State Boards of Charity and Lunacy, and shall report to them annually. (*Chapter 546, Laws of 1896*).

III.

MEMBERSHIP.

The Association shall consist of members of the Central Association, of the President and the Secretary, *ex-officio*, of County Visiting Committees, and of Corresponding Members; and shall be composed of both men and women. *Members of the Central Association* shall be residents of New York City or its

vicinity. *Members of County Visiting Committees* shall be residents of their respective counties. *Corresponding Members* may be residents of any part of the United States, other than the State of New York, and of foreign countries. Corresponding Members are requested to send to the Secretary information bearing upon the objects of the Association, but are not responsible for any action taken by the Association, nor for the principles advocated by it.

All members, excepting Corresponding Members, shall be entitled to vote at the annual and other meetings of the Association.

The acceptance by any member of the Association of an official position connected with the management of any institution subject to the inspection of the Visitors of the Association, will necessarily sever his connection with the Association.

#### IV.

##### ELECTION OF MEMBERS.

All members shall be elected by a majority vote at any meeting of the Association.

Application for membership must be made through a member of the Association, who shall send the name of the proposed member to the Chairman of the Board of Managers. If approved by the Board the name shall be submitted to the vote of the Association.

The failure of any member to attend three consecutive regular meetings of the Association without notifying the Secretary may be considered by the President as equivalent to a resignation.

#### V.

##### BOARD OF MANAGERS.

A Board of Managers, of fifteen persons, shall be elected annually by a majority vote, by ballot, of members of the Association present at the Annual Meeting. Any vacancy occurring during the year shall be filled by the Board of Managers from members of the Central Association, two weeks' notice of such vacancy having been given to all members of the Board by the Secretary.

It shall be the duty of the Board of Managers to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the efficiency of the Association.

The Board of Managers shall have full power to direct and control the affairs and funds of the Association, and shall be

responsible for its good government. The Board shall elect its own officers, make its own by-laws, and may employ such clerical and other assistance as it may deem advisable. (*General Act for the incorporation of benevolent and charitable Societies. Chapter 319, Laws of 1848, and acts amendatory thereof.*)

The Board of Managers shall appoint the chairmen and members of the Standing Committees from the members of the Central Association, annually, just after the Annual Meeting, and shall have power to add additional members to said Committees at any time. If practicable, the chairmen of Standing Committees shall be selected from members of the Board. Members of the Board of Managers shall be *ex-officio* members of all Standing Committees.

County Visiting Committees, and Visitors of the Association to State charitable institutions, shall receive their appointment from the Board of Managers, through its Secretary.

Written application to the Justices of the Supreme Court for the legal appointment of Visitors of the Association to county, town and State institutions, shall be made by the Board of Managers, through the President of the Association, in accordance with the provisions of Chapter 635 of the Laws of 1893, whereby a legal right of entrance to the institutions they visit is provided for the Visitors of the Association.

Nothing shall be published in the name of the Association without the consent of the Board of Managers.

Legislation proposed in the name of the Association must emanate from or receive the approval of the Board of Managers.

The Board shall have power, by a two-thirds vote of its members, to remove from the Association, for such cause as it may deem sufficient, other than non-attendance at meetings, any member of the Association.

The Board shall hold monthly meetings from October until May inclusive, and oftener if desirable. Five members shall constitute a quorum.

The annual reports of the Association to the State Board of Charities and to the State Commission in Lunacy shall be prepared by the Board of Managers and submitted to the Association at the Annual Meeting.

## VI.

### OFFICERS.

The Officers of the Association shall consist of a President, Vice-President, a Treasurer, a Secretary, and a Librarian. They, excepting the Secretary, shall be elected annually, from the incoming Board of Managers at the first meeting of the Board, by a

majority vote, by ballot, of members present at such meeting. Any vacancy occurring during the year shall be filled by the Board of Managers, from the Board, two weeks' notice of such proposed election having been given to all members by the Secretary. The Secretary shall be appointed and removed by the Board of Managers.

All officers shall hold office until their successors are elected or appointed.

The President and Secretary of the Association shall be *ex-officio* Chairman and Secretary, respectively, of the Board of Managers.

## VII.

### PRESIDENT AND VICE-PRESIDENT.

The President shall preside at all meetings of the Association and the Board of Managers, or appoint a presiding officer from among those members present; shall call special meetings of the Association or the Board at discretion, or upon the written request of five members of the Board; and shall appoint Special Committees.

The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of two members of the Association, not members of the Board of Managers.

The President shall appoint, prior to the Annual Meeting, a Committee to nominate the Board of Managers for the ensuing year. The members of the Nominating Committee shall not be members of the Board of Managers.

The Vice-President shall, in the absence of the President, perform all the ordinary duties of the President.

## VIII.

### TREASURER.

The Treasurer shall have charge of the funds of the Association, shall keep a regular account thereof, and shall make written monthly reports and an annual report to the Board of Managers.

Bills sent to the Treasurer for payment must be certified by the Board. Rent and salaries shall be paid by the Treasurer by order of the Board. Requisitions upon the Treasurer by the Secretary, for money for current office expenses, and for traveling expenses, must be countersigned by a member of the Board.

The Treasurer is not authorized to receive money, for the purposes of this Society, from State, Town, County or Municipal authorities.

## IX.

## SECRETARY.

The Secretary shall be the Chief Executive Officer of the Association, responsible for the management of its affairs under such general rules and orders as shall be adopted by resolution of the Board of Managers.

The Secretary shall keep himself informed of all legislation affecting the charitable interests of the State, and shall devise methods for strengthening and developing the work of the Association.

It shall be the duty of the Secretary, by correspondence and visitation, to organize Visiting Committees, auxiliary to the Association, for every county, town and city poorhouse and almshouse within the State of New York, and also to select Visitors for the State charitable institutions, and to maintain such relations with them as shall best promote the objects of the Association. These Committees and Visitors shall receive their appointment from the Board of Managers.

The Secretary shall keep minutes of the proceedings of all the meetings of the Association and of the Board of Managers, shall give notice of these meetings, shall receive and file the reports of the different Committees, and keep any accounts and records of the Association that may be needed.

The Secretary shall make a written monthly report to the Board of Managers, including a statement of office and traveling expenditures.

## X.

## LIBRARIAN.

It shall be the duty of the Librarian:

1. To collect, by means of donations to the Association, such books and pamphlets as may, in the judgment of the Librarian, contain valuable information upon subjects connected with the objects and work of the Association, and to make a catalogue of the same.

2. To adopt a system by which these books and pamphlets may be available to all members and visitors of the Association, as freely as may be consistent with a due regard for the preservation of the books.

3. To make written reports, from time to time, of donations and loans to the Library, at the regular meetings of the Board of Managers. The Librarian shall, before the regular meetings of the Standing Committees, send to the Secretary of each Committee, to be laid before the Committee, a list of books, pam-

phlets, or drawings, given or loaned since the previous meeting, which may have reference to the work of the Committee.

## XI.

### STANDING COMMITTEES.

There shall be five Standing Committees, as follows:

- a. Committee on Children.
- b. Committee on Hospitals.
- c. Committee on the Insane.
- d. Committee on Pauper-Delinquents.
- e. Committee on Finance.

Each Committee shall make its own by-laws.

All plans of work originated by Standing Committees, must be submitted to and receive the approval of the Board before being put into operation by the Committees.

Estimates for expenditures by Standing Committees, other than for petty expenses, must be approved by the Board of Managers.

Manuscript designed for publication must receive the approval of the Standing Committee from which it emanates before being submitted to the Board of Managers.

The Committees shall make written monthly and annual reports of their work at the regular meetings of the Board of Managers.

## XII.

### COMMITTEE ON CHILDREN.

It shall be the duty of the Committee on Children:

1. To keep itself informed of the number, condition, education and disposition of the dependent children of the State of New York; and of the results of existing methods of caring for them.

2. To urge the importance of such measures in the care and training of these children as shall, as speedily as possible, restore them to the normal life of the community. To this end the Committee shall present to the public the advantages of family life for children as compared with institutional life.

## XIII.

### COMMITTEE ON HOSPITALS.

It shall be the duty of the Committee on Hospitals:

1. To keep itself informed of the number and condition of the sick, blind, deaf and dumb, epileptic, idiot and aged dependents in the public charitable institutions of the State of

New York, and to urge the adoption of such measures as are best adapted to restore their health, alleviate their sufferings and secure their humane care.

2. To collect and impart information in regard to the most approved plans for the construction, ventilation and disinfection of hospitals and hospital wards and annexes of poorhouses and almshouses, and for their administration; and to prepare plans for the organization of their kitchen, linen, laundry, nursing and supply departments.

3. To keep itself informed of the organization and management of the dispensary and ambulance service, and to suggest and advocate any modification thereof that may seem desirable.

#### XIV.

##### COMMITTEE ON THE INSANE.

It shall be the duty of the Committee on the Insane:

1. To keep itself informed of the number and condition of all dependent insane persons in the State of New York.

2. To devise means for alleviating the mental and physical sufferings, and for contributing to the comfort and welfare of these afflicted persons.

3. To obtain for them, in State hospitals, medical treatment by skilled alienists, trained nurses and a high grade of attendants; as also to secure for them the highest standard of curative treatment known to the medical profession.

4. To inaugurate and maintain, for convalescents leaving hospital, who may be friendless, a system of "after-cure," whereby they may be strengthened in health, protected and cared for, until able to support themselves.

5. The Committee shall advocate, for the benefit of all classes of patients, the system of *State care* in State hospitals for the dependent insane, as opposed to the system of *county care* in county poorhouses and county asylums.

#### XV.

##### COMMITTEE ON PAUPER-DELINQUENTS.

It shall be the duty of the Committee on Pauper-Delinquents:

1. To keep itself informed of the number of pauper-delinquent men and women in the poorhouses, almshouses and workhouses of the State of New York, and the character and value of the labor performed by them; and the Committee shall advocate proper measures for the reformatory treatment of all persons of this class.

2. The Committee shall endeavor to have the laws for the arrest and commitment of vagrants enforced, shall advocate measures obliging all able-bodied paupers and delinquents to work, and shall promote all efforts which tend to abolish beggary and vagrancy.

3. The Committee shall endeavor to bring about the abolition or reformation of the system of official out-door relief.

## XVI.

### COMMITTEE ON FINANCE.

It shall be the duty of the Committee on Finance to obtain the requisite funds for carrying on the purposes and work of the Association, and to deposit the same with the Treasurer. The Committee shall keep a record of all subscriptions and donations, with the names of subscribers and donors, for publication in the Annual Report of the Association.

## XVII.

### COUNTY VISITING COMMITTEES.

There shall be a County Visiting Committee for each County of the State, whose duty shall be to visit, inspect and examine, on behalf of the Association, all town, county and city almshouses and poorhouses, which may be situated in the county.

Visiting Committees shall correspond with and shall make monthly and annual reports to the Secretary of the Association. They shall work under the control and by the direction of the Board of Managers.

## XVIII.

### VISITORS TO STATE CHARITABLE INSTITUTIONS.

There shall be Visitors of the Association for all charitable institutions owned by the State, in the State of New York, including State hospitals for the insane. They shall correspond with and shall make monthly and annual reports to the Secretary of the Association. They shall work under the control and by the direction of the Board of Managers.

## XIX.

### REPORTS.

The Association shall make an annual report of the results of its visits and inspections to the State Board of Charities,

upon matters relating to the institutions subject to the visitation of the Board; and an annual report to the State Commission in Lunacy upon matters relating to the institutions subject to inspection or control by the Commission.

These reports shall be made on or before the first day of November for each preceding fiscal year.

The report to the State Board of Charities shall include the Treasurer's report. (*Chapter 546, Laws of New York, 1896.*)

## XX.

### MEETINGS.

The Annual Meeting of the Association shall be held on the last Tuesday of October, in the City of New York, or at such other time and place as may be determined by the Board of Managers. Two weeks' notice of this meeting shall be given to all members entitled to vote. Not less than two meetings for conference and debate, and for the election of members, shall be called by the Board each year, besides the Annual Meeting.

When Special Meetings are called the notice shall state the object of the meeting.

Eleven members shall constitute a quorum at any meeting of the Association.

## XXI.

### LEGAL STATUS OF ASSOCIATION AND BY-LAWS.

The By-laws of the Board of Managers and of the Association must be in accordance with the General Act of Incorporation, Chapter 319, Laws of 1848, and of the Acts amendatory of the same; and with the Certificate of Incorporation of the State Charities Aid Association, of date December 22, 1880; also in accordance with Chapter 546 of the Laws of 1896, State of New York.

Recognition of the Association in the organic law of the State, as comprised in the reference to "other visitation and inspection now authorized by law" will be found in Section 13, Article VIII. of the Revised Constitution of the State of New York, adopted November 6, 1894.

## XXII.

### AMENDMENT OF BY-LAWS.

These By-laws may be amended by a two-thirds vote of members present at any meeting of the Board of Managers, intention

to move the proposed amendment having been sent to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Board of Managers two weeks' notice of this meeting, with a copy of such proposed amendment. To constitute a quorum at this meeting not less than nine members must be present.

### XXIII.

#### ORDER OF BUSINESS.

The following shall be the Order of Business at the Annual Meeting of the Association:

1. Minutes of the preceding Annual Meeting read by the Secretary. Action thereon.
2. Annual Report of the Board of Managers to the State Board of Charities, which shall include the Annual Report of the Treasurer. Debate and action thereon.
3. Annual Report of the Board of Managers to the State Commission in Lunacy. Action thereon.
4. Election of new members.
5. Election of incoming Board of Managers.
6. General debate.

This Order of Business may be altered at the discretion of the presiding officer.







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SIXTH ANNUAL REPORT  
OF THE  
State Charities Aid Association  
TO THE  
State Commission in Lunacy.

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# Sixth Annual Report of the State Charities Aid Association.

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## OFFICERS.—1898-1899.

HON. JOSEPH H. CHOATE.....President.  
MRS. WILLIAM B. RICE.....Vice-President.  
HON. CHARLES S. FAIRCHILD.....Treasurer.  
MRS. HENRY OOTHOUT.....Librarian.  
MR. HOMER FOLKS.....Secretary.  
MISS MARY VIDA CLARK.....Assistant Secretary.

## BOARD OF MANAGERS.—1898-1899.

MISS HELEN C. BUTLER.  
MR. GEORGE F CANFIELD.  
PROF. CHAS. F. CHANDLER.  
HON. JOSEPH H. CHOATE.  
HON. CHARLES S. FAIRCHILD.  
PROF. FRANKLIN H. GIDDINGS.  
DR. CHARLES HITCHCOCK.  
MR. CHARLES H. MARSHALL.  
MR. JOHN A. McKIM.  
MRS. HENRY OOTHOUT.  
MRS. WILLIAM B. RICE.  
HON. CARL SCHURZ.  
MISS LOUISA LEE SCHUYLER.  
DR. GEORGE G. WHEELOCK.  
MR. ALFRED T. WHITE.

## COMMITTEE ON THE INSANE.

MISS LOUISA LEE SCHUYLER, *Chairman*.  
PROF. CHARLES F. CHANDLER.  
DR. CHARLES HITCHCOCK.

## Sixth Annual Report of the State Charities Aid Association.

November 1, 1898.

### *To the State Commission in Lunacy:*

Pursuant to the provisions of section 32, chapter 546, Laws of 1896, the State Charities Aid Association hereby submits its sixth annual report to the State Commission in Lunacy.

During the session of 1898 the only laws enacted relating to the insane were chapter 417, authorizing the State Commission in Lunacy to transfer to the Matteawan State Hospital for Insane Criminals persons who may have been committed to a State hospital by a court of criminal jurisdiction, and chapter 636, levying a special tax of 81-100 of a mill (yielding \$3,967,874.93), and also appropriating the sum of \$930,466.44 from the general fund, for the maintenance, repairs, and enlargement of the State hospitals for the insane.

The number of insane persons in institutions in the State on October 1, 1898, was 22,386, distributed as follows:

Utica State Hospital.....	1,056
Willard State Hospital.....	2,256
Hudson River State Hospital.....	2,032
Middletown State Hospital.....	1,214
Buffalo State Hospital.....	1,512
Binghamton State Hospital.....	1,338
St. Lawrence State Hospital.....	1,400
Rochester State Hospital.....	571
Long Island State Hospital.....	2,821
Manhattan State Hospital.....	6,544
Collins State Homeopathic Hospital.....	101
Matteawan State Hospital.....	686
<hr/>	
Total in State hospitals.....	21,531
Total in private institutions.....	855
<hr/>	
Grand total .....	22,386

This is an increase during the year ending September 30, 1898, of 703 in the total number of patients, as compared with an increase of 814 during the preceding year. The increase during the year in the number of patients in State hospitals is 688, as compared with 806 during the previous year. In this connection we note, with special satisfaction, that the number of recoveries in State hospitals (from recently admitted cases) has increased nearly 10 per cent. for the year ending September 30, 1898, over that of the previous year. For the year ending September 30, 1897, the increase in the proportion of recoveries over the preceding year was about the same.

All the State hospitals, with the exception of the Matteawan State Hospital for Insane Criminals and the Collins State Homeopathic Hospital, not then opened, were visited by the Assistant Secretary of the Association during the autumn months of 1897. A full account of these visits is included in our Fifth Annual Report to the State Commission in Lunacy of date November 1, 1897. The State hospitals have not been visited from the central office during the year which has just closed, owing to the press of duties in other lines of work, but the Long Island, Buffalo, and Hudson River State Hospitals have been visited by our members in Kings, Erie, Chautauqua and Dutchess counties, all of whom report constant progress made in the efficient management of these institutions. It is hoped that our Assistant Secretary may be able to make another complete tour of the State hospitals during the coming year. This will afford us an interesting opportunity to compare the present condition of the hospitals with their condition as described in our Fifth Annual Report. We are encouraged to think that the results of such a further investigation will be gratifying, both because of our confidence in the enlightened devotion of those to whose care the treatment of the insane has been committed and because of improvements which have recently been brought to our attention by local members of the Association.

Chief among the suggestions which we desire to emphasize this year is that there should be a more marked difference made in the

care and surroundings of the curable and the incurable insane. One of the strongest preconceived ideas which a layman, who has made some study of the subject of the care of the insane, is likely to have, upon beginning a visitation of the State hospitals, is that such a classification will be very evident. His first question upon entering a ward is as to whether the ward is devoted to curable or to incurable cases. At some of the hospitals our visitor was surprised by the apparent absence of any thorough and effective classification on this basis, so far as the location of the patients is concerned. It is true that much progress has been made in the direction of more effective classification of acute and chronic cases of insanity during the past few years, but much remains to be done. In some of the State hospitals the distinction between presumably curable and incurable patients seems to be as perfect as could be desired. In others the Superintendents were found to be exceedingly desirous of making further improvement in this line, but were hindered by unsuitable buildings. In still other hospitals there seemed at the time of our visits last year to be a lack of full appreciation of the exceeding importance of individualizing the care of acute cases and of securing for all curable patients the very best advantages of treatment, nursing, diet and accommodation that a State hospital can offer. It is evident, however, that since then a deeper general interest has been aroused and further improvement made. Anyone reading the annual reports of the different State hospitals to your honorable Commission cannot fail to be struck by the fact that in the reports of most of the institutions the principal place in the list of needs of the institution is given to a plea for separate buildings for recent admissions. Many praiseworthy attempts have been made by the Superintendents to so divide and arrange existing unsuitable buildings that patients of this class may be properly segregated. For instance, in the case of one institution where we deplored the retention of acute cases in the same ward with scores of presumably incurable cases, while chronic patients occupied homelike cottages on the grounds, it was gratifying to learn that a new classification had been adopted and that many of the acute cases had been removed to the cottages, where their

lives are made as normal as possible, and where they are now receiving the special nursing and medical and moral treatment which each recoverable case so surely requires.

We would urge upon the public and the Legislature that due attention be given to the repeated requests of your honorable Commission, and of boards of managers and superintendents of State Hospitals, for buildings better suited to the scientific treatment of hopeful cases. Most of the hospitals are in need of additional accommodations, and few have buildings that are at all suitable for the treatment of acute cases. Let the next new buildings be planned for such patients, and in the case of hospitals where additional capacity is considered undesirable, let some of the existing buildings, if possible, be reconstructed from the point of view of the curable insane, whose needs should take precedence of all others.

The more complete separation of the presumably curable patients from those whose disease is in all probability incurable will counteract to a very considerable extent the possible tendency towards too great uniformity in the care of the two classes. Especial pains should be taken to avoid lowering the standard of care of acute patients, who should be given such treatment as will take advantage of every possibility of recovery. Proper classification is difficult when the curable and the incurable occupy the same buildings, or, as has been the case in many hospitals, the same wards. With suitable and separate buildings on the same grounds, or in the vicinity, difference in treatment can be made without arousing feelings of jealousy, discontent, and utter hopelessness on the part of the chronic cases. While we should always strenuously oppose the establishment of separate institutions for the incurable insane, we believe it to be entirely possible to secure in each State hospital such a classification as will secure within reasonable limits to each patient all the advantages that he needs, with none that are superfluous.

As soon as suitable buildings are provided for the treatment of the curable patients, further attention should be paid to

the proper housing of the nurses, attendants, and other employes. In this connection much has been done since the State care system has gone into effect. The present plan is to erect simple, inexpensive wooden buildings, homelike and comfortable, with suitable sitting rooms for the nurses and attendants. Most of the hospitals are already partly supplied with suitable homes for employes, but the accommodations are as yet insufficient, and many of the nurses and attendants are still forced to live in rooms opening directly off the wards, where they can get little relief from the strain of their work. Fixed hours of work for both nurses and attendants and reasonable vacations are self-evident necessities.

We deprecate any attempt to lower the wages of nurses. On the contrary, the present arrangement, whereby a graduate of a training school receives a gradual increase of wages, dependent upon length of service, is an excellent one. The nurses are certainly not too well paid for the excessive amount of work which is demanded of them. Any reduction in the wage schedule in this particular would certainly result immediately in a marked lowering of the standard of care of the insane, and this would at once show itself in a reduced recovery rate. The material advantages of better surroundings and conditions of employment for the nursing service must be afforded, if the hospitals are to attract men and women capable of giving the intelligent care that is necessary. The excellence of the system of uniform examinations gives assurance of the qualifications of the nurses for their work, but up to the present time the proportion of pupils and graduates of training schools to other attendants has varied greatly in different hospitals. Some plan should be devised whereby at some of the hospitals more pupils can be attracted to the training schools.

We are heartily in favor of the farm-colony plan, the beginnings of which have been so successfully made at Utica, Binghamton, St. Lawrence, and elsewhere. By this plan chronic working patients are quartered on a farm in the vicinity of the hospital, and there, under proper medical supervision, are given a freer, healthier, and more normal life than can be afforded in the wards of an institution. We would advocate an extension of the colony sys-

tem, especially to the Buffalo State Hospital, which, with a large population and a very small amount of land, is gradually being surrounded by a large city. The colony plan offers the most favorable opportunity for utilizing the labor of the patients in ways that should be at the same time helpful, educational and productive. If its only advantage were to furnish the normal conditions of life which make for health and happiness, it would justify itself as a humane policy; but it is in addition economical, and, comparatively speaking, remunerative.

There is no reason why the colony plan should not be widely extended, within reasonable limits, so long as it goes hand in hand with proper medical supervision and is not allowed to relapse into the establishment of separate State hospitals for the chronic insane.

We have observed with much gratification the interest which is taken by the officers of the State hospitals in providing a greater amount and variety of employment for the insane. This is a matter upon which much thought and many experiments are undoubtedly necessary before it is possible to determine how the maximum of physical and moral benefit to the insane and financial benefit to the State can best be adjusted. From the point of view of the welfare of the patients, regular employment, when carefully adapted to individual needs, adds to physical wellbeing and contentment. We have observed that in hospitals where the greatest efforts were made to find for each able-bodied patient suitable occupation, the proportion of noisy and disturbed patients was smallest. The number of patients in need of restraint seemed to be much greater on rainy days than in pleasant weather, when occupation and amusement were provided out of doors. We would suggest that so far as means and situation allow, hospitals should maintain a balance between agricultural and mechanical occupations, and not adopt one or the other exclusively. A hospital which has plenty of garden and farm work for the summer months, and can replace the lack of such work in winter by mechanical pursuits in the shops is best equipped from the point of view of the patients' needs. From the point of view of economy

to the State, the utilization of the labor of able-bodied patients is certainly desirable. An able-bodied insane person who is likely to spend his life in a State hospital at State expense should contribute to his support so far as he can without injury to himself. We are heartily in favor of limiting by all justifiable means the expenditures for the maintenance of the insane, though we believe that this tax (not large in itself) is cheerfully borne by the people of the State, and that they would not wish to have it reduced if thereby the chances of recovery of one insane person were diminished or the care of the dependent insane brought below an intelligent and humane standard.

One of the great advantages of the State care system over other systems of caring for the insane consists in the substantial uniformity in the standard of care of the same class of patients in all parts of the State. We can be reasonably certain that the insane are equally well clothed and fed wherever they happen to be situated. In these important respects the hospitals are alike. Each hospital has, of course, its own individuality, and each superintendent can, to a considerable extent, determine his own course of treatment and work out the experiments which seem to him for the best welfare of the patients under his care. In States where the so-called county system, or modifications thereof, prevail, much depends upon the degree of intelligence, liberality and integrity of the local authorities. In such States local partisan politics must often be taken into consideration in prophesying a patient's care or cure. In this State there is no such inequality and injustice. A patient from Buffalo and a patient from Long Island fare alike and fare well.

In conclusion, the Board of Managers desires to express to your honorable Commission its appreciation of the courtesy with which its suggestions have been considered and the attention which its requests for information have always received.

For the Board of Managers,

MARY VIDA CLARK,

*Assistant Secretary, State Charities Aid Association.*





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No. 72.

State Charities Aid Association  
OF NEW YORK,

UNITED CHARITIES BUILDING,  
No. 105 E. 22d STREET, NEW YORK.

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THE CARE OF DESTITUTE CHILDREN

IN

NEW YORK CITY,

MAY, 1899.

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OFFICERS.

1898-1899.

PRESIDENT.

HON. JOSEPH H. CHOATE.

VICE-PRESIDENT.

MRS. WILLIAM B. RICE.

SECRETARY.

MR. HOMER FOLKS.

TREASURER.

HON. CHARLES S. FAIRCHILD.

LIBRARIAN.

MRS. HENRY OOTHOUT.

ASSISTANT SECRETARY.

MISS MARY VIDA CLARK.

BOARD OF MANAGERS.

1898-1899.

MISS HELEN C. BUTLER.

MR. GEORGE F. CANFIELD.

PROF. CHAS. F. CHANDLER.

HON. JOSEPH H. CHOATE.

HON. CHARLES S. FAIRCHILD.

PROF. FRANKLIN H. GIDDINGS.

DR. CHARLES HITCHCOCK.

MR. CHARLES H. MARSHALL.

MR. JOHN A. McKIM.

MRS. HENRY OOTHOUT.

MRS. WILLIAM B. RICE.

HON. CARL SCHURZ.

MISS LOUISA LEE SCHUYLER.

DR. GEORGE G. WHELOCK.

MR. ALFRED T. WHITE.



## DESTITUTE CHILDREN IN NEW YORK CITY,

May, 1899.

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NOTE.—The Twenty-sixth Annual Report of the State Charities Aid Association to the State Board of Charities, submitted November 1st, 1898, called attention to the fact that, although the number of children supported by the City of New York (Boroughs of Manhattan and the Bronx), in private institutions, had decreased under the influence of the Rules established by the State Board of Charities, pursuant to the Revised Constitution, during the years 1895, 1896 and 1897, there was a considerable increase during the year 1898. The State Board of Charities appointed a special committee, Hon. John Vinton Dahlgren, Chairman, to ascertain the facts as to the increase during 1898, to inquire whether the increase was an abnormal one, and to recommend such changes in the Rules, if any, as might seem to them desirable, in view of the facts learned by the Committee.

This Special Committee invited a large number of institutions and societies interested in the care of children to send representatives to appear before the Committee, and state their views upon the subject. In response to this invitation Mr. Elbridge T. Gerry, President of the New York Society for the Prevention of Cruelty to Children, appeared before the Committee on March 17, 1899, and presented an extended statement. Mr. Gerry's main contention was that the increase in the number of dependent children during 1898 was due to the fact that since July 1, 1897, the Charities Department had committed children to institutions, a power which theretofore had been exercised only by the magistrates. He strongly

recommended that the Rules be amended, so as to limit the power of commitment to magistrates. In the course of his argument Mr. Gerry referred to the last annual report and to various recommendations of the State Charities Aid Association.

The State Charities Aid Association requested an opportunity to file a reply, and on April 25, 1899, submitted the following communication, for the purpose of correcting certain misstatements in Mr. Gerry's paper, and of setting forth the leading facts concerning the recent changes in the system of supporting destitute children in New York City. On account of the length of Mr. Gerry's statement it is not practicable to print it in full, but its essential features are carefully stated, in connection with the reply thereto, in the following letter, which is published by direction of the Board of Managers.

STATE CHARITIES AID ASSOCIATION.

## State Charities Aid Association,

UNITED CHARITIES BUILDING,

105 EAST 22D STREET,

NEW YORK, April 25, 1899.

To Hon. JOHN VINTON DAHLGREN,

Chairman, Special Committee, State Board of Charities.

DEAR SIR:

The State Charities Aid Association desires to submit to your Honorable Committee the following statement, the same being a reply to a communication submitted to you, on March 17, 1899, by Mr. Elbridge T. Gerry, President of the New York Society for the Prevention of Cruelty to Children, with a brief outline of our views upon this matter, and with some suggestions in regard to amendments to the Rules established by the State Board of Charities.

Mr. Gerry states in advance the thesis which he expects to prove, as follows:

“And I think I shall show conclusively that the result [the increase in the number of Dependent Children in the Boroughs of Manhattan and the Bronx is 1898] is due to the unfortunate sanction by your Board of an impractical theory of the Association, which by diverting the commitments of children from the City Magistrates by whom they ought properly to be made to a Department of the City Government with inexperienced and careless ‘examiners,’ has interfered with a system which was steadily reducing yearly the number of children committed to institutions and the expense of their maintenance by the city.”

We may state at the outset that the direct commitment of destitute children by the Department of Public Charities, which was begun in July, 1897, was not undertaken upon the recommendation of this Association; nor was it established by the Rules of your Honorable Board. We expect to show conclusively that the system of commitment by magistrates and

surrender by parents, prevailing prior to the establishment by your Honorable Board of Rules under the Revised Constitution, was not diminishing but was steadily increasing the number of children in institutions and the expense of their maintenance by the city; and that the Rules adopted by your Honorable Board did materially diminish the number of children in institutions and the cost of their support by the city during the years 1895, 1896 and 1897; and that while there was an increase during 1898, particularly during the first half of the year, the tendency has already been corrected; and that with certain comparatively unimportant amendments, designed to facilitate a better enforcement thereof, the Rules already established by your Board are calculated to secure the desired results.

We will consider in order the arguments submitted by Mr. Gerry in proof of his thesis as quoted above:

I. and II.—These paragraphs state that through the efforts of the Society for the Prevention of Cruelty to Children, (hereinafter referred to for brevity as the S. P. C. C.) the commitment of children was restricted to criminal magistrates and courts, and that the custom was established of having all such commitments investigated by the S. P. C. C. The statement of facts we do not question. We shall, later on, comment upon the failure of the system thus established to restrict within reasonable limits the number of children supported by the city.

III.—In this paragraph are recounted an agitation started by the Justices and subsequent legislation at the instance of the S. P. C. C. with regard to compelling parents of children committed to institutions to make some payment, when able, toward the support of their children. The wisdom of this legislation is not to be questioned, and that it was secured at the instance of the S. P. C. C. is to the Society's credit. It should be pointed out, however, that, according to Mr. Gerry's figures, the amount secured from the parents of children was less in 1894 than it had been in any previous year since 1883; that in 1894 it amounted to only \$4,338, contributed by parents, as against a total of \$1,771,636.71 actually paid by the city, and

that the average amount secured from parents was only about forty cents per year for each child. In view of the fact that many children of widowers are committed because the father, though earning wages, is not able to secure a proper caretaker for the children, though he is able to contribute toward their support, we believe that the amount collected from parents is far less than might be secured.

The increase in the amounts secured from parents from 1895 to 1898 is due, we believe, to the more rigid enforcement of parental responsibilities and the greater interest taken in the whole subject, as a result of the constitutional amendment adopted in 1894, and the adoption by your Honorable Board of rules pursuant thereto, intended to lessen the burden of the city, and to compel parents to support their children in whole or in part when able to do so. Furthermore, although the Charities Department has committed children only since July, 1897, the quarterly report of that Department shows that during the last three months of 1898 the sum of \$1,898 was paid by parents toward the support of children committed through that Department.

The experience of other cities indicate that still more should be done in this direction.

The City of Newburgh, which cares for an average of about 30 destitute children, collected from their parents toward their support during the year ending March 1, 1898, the sum of \$469.50. If the City of New York had collected the same amount per child, it would have received in 1898 about \$243,500, instead of \$9,952.

The Children's Aid Society of Pennsylvania, through which the City of Philadelphia cares for most of its destitute children, had an average of 727 children under its care in 1898 and collected from parents or guardians toward their support the sum of \$4,796.15. If the City of New York had collected the same amount per child it would have received in 1898 about \$98,850.

The State Children's Council of South Australia had 1,210 children in its care on June 30, 1898, and collected toward their support during the preceding year the sum of £1,417 12s. 11d. If the City of New York had collected the same amount per child it would have received in 1898 about \$84,900.

IV.—In this paragraph, Mr. Gerry gives a table showing the number of children for whose commitment application was made in each year from 1883 to 1898, the number investigated by the S. P. C. C., the number committed and the number disapproved, and states that the entire amount thus saved to the city through the action of the Society was \$2,659,488. It is undoubtedly true that the city has been saved from much imposition through the investigations made by the Society; but there is absolutely no proof that the saving amounts to the sum stated by Mr. Gerry. His calculation assumes that but for the S. P. C. C., the magistrates, police justices and courts *would have committed every child for whose commitment an application was made*, and that all these children would have been retained in the institutions to which they would have been committed for a period of one year. It is absolutely impossible to suppose for a moment that had it not been for the Society, the magistrates would have had no inquiry made concerning the applications for the commitment of children, but would have acted blindly and committed every child brought before them. Such an assumption implies that the magistrates would have exercised no discretion whatever, but would have been simply clerks to approve every application made for the commitment of a child by a parent.

Nor is it to be assumed that if all these children had been improperly committed and received by the institutions, they would have been retained for a period of one year. Some of them would have been discharged much earlier. At least one institution—the Five Points House of Industry—(and probably others), employs a visitor to ascertain the circumstances of the parents, and to return the children to such parents as are able to care for them and are proper persons so to do. In other institutions they might have been retained for a much longer period than one year. It follows, therefore, that it is absolutely impossible to make anything like an accurate or even an approximate statement of the amount saved to the city by the investigations made by the S. P. C. C. at the request of magistrates.

V.—In this paragraph, Mr. Gerry strikes the heart of the subject, and here his statements, and particularly his quotation

of a part only of a sentence from our last annual report, are entirely misleading.

Mr. Gerry states that in December, 1895, an effort was made by this Association to have the Board of Estimate and Apportionment appropriate a sum of money to pay the salaries of five "Examiners," to be employed by the Department of Public Charities, who should, in Mr. Gerry's words, "make investigations of institutions and also examine into commitments of children." Mr. Gerry questions the propriety of our appearance before the Board of Estimate and Apportionment. As to this matter we hardly need to enter into detail, nor do more than refer to one of the objects of the Association, as stated in our articles of incorporation, and in our By-Laws (quoted by Mr. Gerry), as follows: "to induce the adoption by the community at large of such measures in the organization and administration of *both public and private charity* as may develop the self-respect, and increase the powers of self-support of the poorer classes of society." The Association had been in existence, and had been laboring in behalf of better care of public dependents, both adults and children, for some years, when a statute was passed, to give it a legal right of entrance to almshouses, but this statute is in no sense whatever a limitation or definition of the objects of the Association; for these we must refer to our articles of incorporation, as quoted above. In 1875 we supported the bill proposed by your Honorable Board for the removal of children from almshouses, and for their maintenance in institutions established for the care of children, or in families. From that date until the present, as shown by our annual reports, we have concerned ourselves with the improvement of the system adopted by this State for the care of dependent children.

Mr. Gerry states further: "Nowhere does it appear that it is its [the Association's] duty to interfere in other matters, although its real object seems to be to abolish private associations or institutions for the care of subjects of charity, unless at the expense of individuals; or, in the language of the report referred to (page 11), 'This State should discard the present system, and adopt the system of nearly all the other States in the Union—public charges to be supported in public institutions, under the management of public officials, and the subjects of private

charity in private institutions receiving no public aid.' It must have been to carry out this theory that the Association urged the appropriation for the appointment of these Examiners."

We desire to enter a formal and most emphatic protest against such a distortion of a perfectly clear statement in our published annual report. What we said was this:

"At the present time, therefore, it has to be said that the new Constitution, which it was hoped would regulate the system of granting subsidies to private institutions, after being remarkably successful and effective for about three years, appears to have lost something of its restraining force. Placing-out from the institutions has not developed largely, but hopeful beginnings have been made. Clearly, *the duty of the hour is to labor for both these objects*; to make the constitutional provisions effective in restraining admissions and in stimulating the discharge of those who cease to be proper public charges, and to develop an efficient placing-out system throughout the State.

*If, ultimately, these efforts should be unavailing, there will remain no other resource except a radical change of system. Should it prove to be impossible to secure a reasonable control over the grants to private institutions, as a class, so as to make the public aid truly beneficent in its results, THEN this State should discard the present system, and adopt the system of nearly all the other States in the Union—public charges to be supported in public institutions, under the management of public officials, and the subjects of private charity in private institutions receiving no public aid.* The good condition of most of our State institutions, the steady improvement in our municipal and county charities, and the undoubted success of State and city institutions in other States, prove that the task of public care of public dependents is not a hopeless one; and that the abuses arising from politics in public charitable institutions, grievous as they are, are not sure to be worse than the evils that sometimes develop in other systems."

These two paragraphs are closely related, and taken together are a brief statement of our views on the present situation. By omitting the first paragraph and nearly five lines of the second, omitting the first half of a sentence, and beginning the last half with a capital letter, and with no indication that he is not quoting an entire sentence, Mr. Gerry attributes to us views we have never expressed and have never held. What we proposed as a possible future contingency, if ultimately certain facts

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\* No italics or capitals in original.

should be found to be true, Mr. Gerry makes us propose for immediate adoption. We leave it to your Honorable Committee to properly characterize this form of argument.

In order to bring clearly before your Committee the real nature of the proceedings before the Board of Estimate and Apportionment in December, 1895, it is necessary to go back to the 8th of June, 1895, when the State Board of Charities rescinded its provisional rules and regulations, and established more permanent Rules, under the revised Constitution. These Rules contained the following provision:

"No destitute child or destitute adult person, committed by any Court or Magistrate, shall be retained in any such institution, as a public charge, unless accepted, in writing, as such by the officer charged with the support and relief of the poor of the county, city, town or village upon which such destitute child or destitute adult person is sought to be made a public charge, and all acceptances so made shall lapse and become void unless renewed yearly within ten days of the first of October."

This Rule established by your Honorable Board, upon your own initiative, so far as we are informed, conferred for the first time in many years a responsibility upon the Department of Public Charities of this city for the acceptance or non-acceptance of children who were to become public charges. While this Association would have preferred that the acceptance should have been made by your own Board, or duly appointed representatives thereof, we accepted your decision and endeavored to assist in securing a proper enforcement of the Rules which your Honorable Board had adopted. On October 11, 1895, a member of the Board of Managers of this Association, the late Miss Rosalie Butler, addressed to one of the Commissioners of Public Charities and Correction a communication, calling attention to the new duties devolving upon the Department of Public Charities under your Rules, and suggesting that the Department, in its estimate of expenses for 1896, ask the Board of Estimate and Apportionment for an appropriation for the salaries of agents to make the investigations contemplated by the Rules established by your Board.

*It is to be noted that these investigations were not in relation to the commitment of children by the Charities Department, but*

*that the investigations were to be made after the children had been committed by magistrates, and for the purpose of ascertaining at the time and once each year thereafter whether the parents of these children continued to be unable to care for them so that they could properly be accepted as public charges. The Charities Department inserted such an item in their estimate of expenses for 1896, and this was the form in which the matter came before the Board of Estimate and Apportionment in December, 1895. Hon. Wm. R. Stewart, President of the State Board of Charities, appeared before the Board of Estimate and Apportionment, and submitted a resolution adopted by your Honorable Board, recommending that such appropriation be made. This recommendation was supported by the President of this Association, Hon. Joseph H. Choate. It was *opposed* by the President of the Society for the Prevention of Cruelty to Children, on the ground that such re-examinations were wholly unnecessary. The appropriation was not made by the Board of Estimate and Apportionment in December, 1895. The result was interesting. The Comptroller was unable, under the Rules, to pay the bills submitted by the institutions, unless each person named in the bill had been accepted by the Commissioners of Charities as a proper charge upon the public. The Commissioners of Charities were, very properly, unwilling to approve the bills without investigating the circumstances of such persons, and no money seemed to be available for paying the salaries of such investigators. The deadlock that followed resulted in great hardship to the institutions, who were obliged to make loans in order to continue their work, this delay and the resulting hardships being entirely due to Mr. Gerry's successful opposition in December to the proposed appropriation for the salaries of Examiners. In March, 1896, the Department of Public Charities, by a transfer from a different appropriation, were enabled to appoint five Examiners of Dependent Children *for the purpose of investigating the circumstances of parents of children who had already been committed to institutions.* Meanwhile, on January 9, 1896, the Rules were amended by the omission of the words "committed by any Court or Magistrate" so as to require *all* destitute children, surrendered as well as committed, in this city, to be accepted by the De-*

partment of Public Charities once each year, if they are to be paid for from the public treasury. Already the number of children had begun to decrease through the efforts of your Honorable Board and the public discussion of this subject. After the appointment of the Examiners the decrease was more marked, with the result that from October 1, 1894, to October 1, 1896, the decrease in the number of children in institutions receiving public funds was 1,157, according to revised figures recently secured from your Board. There was a corresponding decrease in the amounts paid by the city for the support of children. As compared with 1894, there was a decrease in 1895 of \$28,108.31, and in 1896 of \$98,874.79. *Please note the fact that this decrease in the public burden, with all its attendant moral benefits of better enforcement of parental responsibility, was the direct result of action proposed by your Honorable Board, and supported by this Association, and opposed by the President of the New York Society for the Prevention of Cruelty to Children.*

On or about July 1, 1897, a year and four months after the Examiners began their work, the Commissioners of Public Charities began to commit, or rather to admit, destitute children directly to institutions as public charges. Hitherto such children had been either committed by magistrates or surrendered by parents. The new plan was not proposed by this Association, nor were we aware that it was in operation until some weeks after it had been established. It was not suggested, so far as we are aware, by your Honorable Board. It was, however, the natural, proper, and desirable outcome of the operations of the Rules. Since, under the Rules, the ultimate decision as to whether alleged destitute children were to become charges upon the public rested with the Department of Public Charities, the institutions which had theretofore received children as public charges by surrender from their parents, naturally began to send them to the Department of Public Charities for examination prior to receiving them in the institution, in order to be sure that they would be accepted as public charges. This action of the Department of Public Charities was not the result of a new grant of power conferred by the Rules established by your Board, nor of any new legislation proposed by this Association;

it was simply a renewal of the exercise of a power which the Commissioners of Charities had always possessed by virtue of being overseers of the poor, a power, moreover, that although in disuse in the Boroughs of Manhattan and the Bronx, had always been exercised by the Commissioners of Charities in Brooklyn, and by superintendents and overseers of the poor throughout the State.

While this Association did not suggest that the custom be renewed in this city, it is distinctly and decidedly of the opinion that it was wise that it should be renewed, and that ultimately all children who become public charges by reason of destitution should be accepted as such by the Charities Department, and not committed by the courts. The courts should commit for cruelty, neglect, ill-treatment or immoral surroundings, but not, in our opinion, for destitution. Our reasons for holding this opinion are stated fully a little later (see pages 21, 23).

Nor do we admit that the Charities Department has been proven to be solely or even largely responsible for the increase in the number of children supported by the city in the Boroughs of Manhattan and the Bronx during the year 1898. Mr. Gerry gives the following figures (see page 7):

#### COMMITMENTS OF CHILDREN.

Year.	By Department of Charities.	By City Magistrates.*	Total.
1894.....	.....	3,738	3,738
1895.....	.....	3,030	3,030
1896.....	.....	3,043	3,043
1897. (After July 1).....	506	2,148	2,654
1898.....	2,380	1,936	4,316

Commenting on these figures, Mr. Gerry says, "It is plain to be seen where the increase has taken place and its cause." Assuming for the moment that Mr. Gerry's figures are correct, the inference which he draws therefrom, that the Charities Department is responsible for the increase in the total number of commitments during 1898, is not well founded.

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\* The statistics of commitments by magistrates in this table, and throughout this communication, include commitments for destitution, as well as for cruel treatment, neglect, abandonment, offenses, and other causes. The Charities Department commits for destitution only.

It was inevitable that commitments by magistrates should decrease when the Charities Department began to commit children to institutions, and applications for commitment were made directly to the Department. The fact that fewer children were committed by magistrates during 1898 *does not prove* that any greater care was exercised by magistrates, or that there was any lack of care by the Department of Charities, but that one great class of work, theretofore devolving upon the magistrates solely, had been divided between the magistrates and the Charities Department. The fact that there was an increase in the *total* number of commitments does indicate a strong probability that less care was exercised in 1898 than in 1897 in the commitment of children, but to just what extent there were unnecessary commitments by magistrates, and to just what extent by the Charities Department, could only be ascertained, accurately, by examining into the circumstances of every case. We think it altogether likely that in 1898, especially in the early part of the year, there were unnecessary commitments by the Department of Public Charities, but, as we shall show later, that tendency has already been corrected. What we wish to emphasize at present is that the evidence before the Committee in Mr. Gerry's brief does not in any way locate or apportion the responsibility, as between the magistrates and the Charities Department, for the increase in the number of commitments during 1898.

The report of the Charities Department shows the number of children committed as public charges during 1898 as 2,201, instead of 2,380, as stated by Mr. Gerry. Furthermore, in considering the work of the Charities Department during 1898, it must be borne in mind that commitments to the Children's Fold, Hebrew Infant Asylum, Hebrew Orphan Asylum, and Juvenile Asylum (numbering 228 in 1898) have taken the place of the former plan of voluntary surrender by parents, and, while this plan apparently increases the number of commitments, it decreases the number of surrenders, and diminishes rather than increases the total number received. This change is exceedingly desirable, since it substitutes the action of a paid, responsible official, with a force of investigators, for surrender by

parents, who, in many cases, wish to get rid of their children, to private societies, which have a direct interest in receiving them.

Mr. Gerry gives a statement of the number of children committed by police justices, courts and magistrates during the years 1874 to 1898 inclusive, and comparing the number of commitments with the population of the city at different intervals, he reaches the conclusion that the system of commitments by magistrates only, tends to decrease the number. He shows that the number of commitments to every thousand of the population during the five years ending 1878 was one and ninety-nine one hundredths; during the five years ending 1898 one and thirty-nine one hundredths; and during the year 1898, sixty-nine one hundredths.

Accepting Mr. Gerry's figures as correct as they stand, the inferences which he draws are entirely misleading. The fallacy lies in comparing the magistrates' commitments for years in which there were *no other* commitments, with the magistrates' commitments for years, in which the Charities Department *also* committed. There is the same error in the figures submitted by the Honorable President of the Board of City Magistrates. Of course, when the Charities Department began to commit destitute children, and parents began to go directly to that Department instead of going to the magistrates, the number of commitments by magistrates would inevitably and necessarily decrease. In order to ascertain the tendency of magistrates' commitments, we must compare different periods, during both of which the system was in operation under similar conditions. The altered conditions date from January 1, 1895, when the revised Constitution took effect. Public hearings were held on the subject by the State Board of Charities in January, 1895, and on January 30th provisional rules were adopted under the new Constitution. The immediate effect of this public discussion, and of the adoption of the rules, was a marked decrease in the number of commitments by magistrates. The only fair test of the system proposed by Mr. Gerry, *i. e.*, of commitments by magistrates only, is to compare the early portion of the period 1874 to 1894, with the late portion of that period. The



from the City of New York on October 1st of each year, from 1875 to 1894, inclusive.\*

YEAR.	Number of children remaining on October 1st.
1875.....	6,527
1876**.....	7,871
1877**.....	7,487
1878.....	7,170
1879.....	7,553
1880.....	8,238
1881†.....	8,378
1882‡.....	9,066
1883‡.....	9,858
1884‡.....	10,449
1885‡.....	11,676
1886.....	12,572
1887.....	12,787
1888‡.....	12,753
1889.....	13,386
1890.....	13,965
1891‡.....	13,979
1892‡.....	14,602
1893‡.....	14,760
1894.....	15,182

(Recent information from your Committee indicates that these figures, compiled from the annual reports of the State Board of Charities, may need to be slightly revised, but not to an extent that would affect the general movement of population.)

These figures show that from 1875 to 1894, while the population of the city increased 73 per cent., the number of children in the institutions receiving public funds increased 133 per cent., and the amounts paid from the city treasury, being on a *per capita* basis, of course increased accordingly. This steady increase in the number of children in institutions for a period of twenty years, out of all proportion to the population, was so significant and so serious that we hope your Committee will give it full and careful consideration in deciding as to the merits of the changes that have occurred since January 1, 1895, under the provisions of the revised Constitution and the Rules adopted by your Honorable Board.

\* This table does not include St. Ann's Home for Children, which receives both children and adults, the figures for the children not being given separately.

\*\* Report for New York Infant Asylum not received.

† Report for Asylum of Sisters of St. Dominick not received.

‡ Report for Ladies' Deborah Nursery, etc., not received.

So far from it being true, then, that under the former system the number of dependent children was decreasing, as stated by Mr. Gerry, we find it to be the fact that both the number of commitments per year and the institutional population were increasing much faster than the population of the city.

Mr. Gerry cites two cases in which the Examiners appointed by the Department of Public Charities were mistaken in their statements concerning the circumstances of the parents of children proposed for commitment. We have no knowledge of these cases, but it was almost inevitable that, as the Examiners in the Department of Charities were new to this work, mistakes would sometimes be made. It is our opinion, however, based on close observation of the work of the Department of Public Charities, since last July, that the quality of the work done by the Examiners has during that period steadily improved.

But if mistakes have been made by the Examiners in the Department of Public Charities, mistakes were also made and abuses crept in under the system that existed prior to the appointment of these Examiners. We beg to reproduce from the twenty-fifth annual report of our Association (pages 17 and 18) certain instances in which the Examiners for Dependent Children have found that children who had been supported by the city for a term of years, were in no sense proper charges upon the public.

1. Upon visiting the home of a boy 13 years of age who had been supported by the city in an institution for nine years, it was found that his mother and a sister, 21 years of age, were doing a flourishing dressmaking business; three grown brothers were at work and lived at home, the family paying \$32 per month rent. The father, who died eight years before, left considerable life insurance, and the family were living in comfortable circumstances.

2. Upon visiting the home of a boy 13 years of age who had been supported by the city in an institution for nine years, it was found that six other children and the mother were keeping house. Five of the children were working, the income of the family being \$21 per week. They were paying \$12 per month rent for their home, which presented a very good appearance. The boy had lived in the city only 9 months when committed.

3. Upon visiting the home of a boy 14 years of age, who had been supported by the city in an institution for two years, it

was found that his mother had married a second time. Her husband earned \$10 per week and supported a comfortable home. Both mother and stepfather were anxious to have the boy at home.

4. Upon visiting the home of a boy 15 years old, who had been supported by the city in an institution seven years, it was found that a good home was open to him with a brother who lived comfortably, paying \$18 per month rent. He had made several applications for his brother and would receive him at any time.

5. Upon visiting the home of two boys, aged 13 and 15 respectively, who had been supported by the city for seven years, it was learned that a good home was open to them with a married sister whose husband was employed by a city department and earned about \$14 per week.

6. Upon visiting the home of a boy about 15 years of age, who had been supported by the city in an institution for three years, it was found that his parents had always lived in Italy. The boy was brought to New York City about four years ago by relatives who soon afterward placed him in the institution.

7. Upon visiting the home of a boy aged 16, who had been supported by the city two years in one institution, and prior to that about seven years in another institution, it was found that his mother, brother and three sisters were maintaining a comfortable home with an income of \$22 per week. The mother had applied for his return, without success.

8. Upon visiting the home of a boy aged 10 years, who had been supported by the city in an institution for two years, it was found that his mother, stepfather, brother and sister were maintaining a comfortable home with a total income of about \$14 per week, and were well able to care for the boy.

9. Upon visiting the home of a boy aged 12, who had been supported by the city in an institution for three years, it was found that his mother and a brother aged 22 had a comfortable home with a regular income and \$200 in a savings bank.

10. Upon visiting the home of a boy 17 years of age, who had been supported in an institution by the city for six years, it was found that the boy's mother lived with a sister who was in comfortable circumstances and offered a good home to the boy. Several applications had been made to the institution by the mother for the boy's release, without success.

11. Upon visiting the relatives of a boy who had been supported by the city for a period of six years, it was found that his mother had been living in Chicago ever since the boy was committed, and that an uncle living in this city was willing to give the boy a good home.

12. Upon visiting the relatives of a girl 16 years of age, it was found that she was an orphan. She had been supported for three years in one institution, and prior to that time had lived nine years in another institution. When she was but four or five years of age a home could easily have been found for her by adoption into a good family. Now, after being supported by the city for twelve years, at a cost of nearly thirteen hundred dollars, she is still a public dependent, has no home attachments, and has little or no knowledge of the ordinary affairs and interests of life.

There remain to be considered Mr. Gerry's proposed amendments to the Rules adopted by your Honorable Board, which we will take up in order.

1. Mr. Gerry suggests that the rules be amended "So as to prevent the receiving of any children in an institution upon the mere written order or 'permit' of the Superintendent of Out-door Poor." We would point out that the Superintendent of Out-door Poor has no such authority under the existing Rules. Presumably, however, Mr. Gerry means to suggest that the Commissioner of Public Charities, who doubtless acts in most cases upon the recommendation of the Superintendent of Outdoor Poor, should be deprived of the power to place children in institutions as public charges. While it may be within the authority of your Board to make such a rule, it would deprive the Commissioner of Public Charities of a power possessed by every other Poor Law official in this State, and expressly conferred upon him by the charter, which declares him to be "an overseer of the poor." Aside from the question of its legality, such an amendment would be highly undesirable, for reasons both of sound principles of administration and of practical expediency.

(a.) As a matter of principle, the determination as to whether persons are destitute is, we submit, an administrative rather than a judicial function. It is not a matter in which an official should simply pass upon evidence brought before him, but in which it is his duty to go out and secure from any and every source all information bearing upon the question. The Department of Public Charities, not the Board of City Magistrates, is the agency of the city government for administering relief to the destitute. The adult poor are committed to the Almshouse,

not by commitment of magistrate, but solely by order of the Commissioners of Charities. Destitute adults who are to become public charges are not arrested, taken before a court, and committed—why should destitute children be thus treated? The larger part of the work of the magistrates' courts is with the more depraved classes of offenders against law and order; why should destitute children, against whom no offense has been charged, and whose parents are equally free from any imputation of misconduct, be thus associated, in the eyes of the community, with the vicious and the depraved, and with criminal proceedings? We do not treat destitution as an offense in the case of an adult, but we do so treat it in children when we take them into court by reason of destitution. Cases involving neglect, cruel treatment, improper guardianship, or criminal offenses (in all of which it is desirable that the legal custody of the children should be taken from the parents and vested in a benevolent corporation by judicial order), should be taken before magistrates; but we see no reason for so treating cases of destitution. A commitment for destitution is usually upon the application of the parents or guardian, while a commitment for the other causes above mentioned is usually against the wishes of the parents; it involves the forcible separation of children from their parents, and, therefore, is properly a judicial function.

(b.) Practically, the Charities Department offers much better administrative machinery for this purpose than the courts possess. There are seven different courts and nine different magistrates, who pass from one court to another. Uniformity of action is practically impossible under these circumstances. One magistrate may commit for reasons which another deems insufficient. On the other hand, if all the destitution commitments are from one office, there can be uniformity of action, and gradually, by the investigation of a large number of cases, proper standards as to what constitutes a just claim to public support can be reached. The matter is closely akin to all the other work of the Charities Department; while, on the other hand, the bulk of the work of the courts is entirely foreign to that of the commitment of destitute children. The Commissioner of Charities can be held

directly and solely responsible for the numbers committed by him, while with the magistrates, the responsibility is divided between nine different officials.

For all these reasons, we believe that Mr. Gerry's first amendment should not be adopted. A logical system would require that the provision of the Penal Code which is held to authorize magistrates to commit for destitution should be repealed, but this does not seem to us of present importance, since the Charter requires the magistrates, before committing destitute children, to refer them to the Charities Department for investigation and report, and although the magistrate can disregard the Department's recommendation, the latter can, if the child is committed against its recommendation, refuse to accept it as a public charge. It is thus possible to secure something of the same uniformity of action, and to apply the same standards as in direct commitment by the Department.

2. Mr. Gerry suggests that subdivisions 1 and 2 of Section 2 of the Rules should be amended. He says: "It should be clear that the authorities named are NOT to examine any commitments, nor is their acceptance of same to be required, when children are committed *for crime*, or for 'improper guardianship' under Section 291 of the Penal Code." This amendment also seem to us both unnecessary and unwise. The Rules seems to us to be perfectly clear and specific as they stand. They confer no authority whatever upon the Charities Commissioner except as to destitute children and destitute adults. To amend the rules by providing that the Charities Commissioner should not exercise any authority over cases of "improper guardianship" would be to open the way to and to encourage the commitment of *destitute children upon the charge of improper guardianship*. It would put a premium upon proving a bad character against parents and guardians, since in that way the sending of the cases to the Charities Department for examination would be obviated. This is no imaginary difficulty. The term "improper guardianship" is a very loose one. It might be held that any parent or guardian who was unable *by reason of destitution* to provide proper shelter, food and clothing for his children was for that reason an "improper guardian."

3. Mr. Gerry's third suggestion is that children should not be returned to their parents by order of the State Board of Charities or the Superintendent of Out-door Poor, unless all possible information be first obtained as to why they were first committed, and as to the record and reputation of the families as known to the different societies which have had to do with them.

As we understand the Constitution, the Rules of your Honorable Board and the laws of this State, it is not within the power of the Commissioner of Charities, the Superintendent of Out-door Poor, magistrates, or even of the State Board of Charities, to discharge a child from an institution to which it has been regularly and judicially committed, after thirty days from the date of commitment. The State Board of Charities, and in this city the Commissioner of Public Charities, acting under the Rules established by the State Board of Charities, can, however, discontinue the payment of public funds for children who cease to be proper public charges. As a matter of fact, this would probably lead, in most cases, to the discharge of the children, and it is, of course, desirable that, before even such action is taken, all possible information should be obtained as to the character of the families. We can hardly imagine, however, that your Board will adopt a rule restraining yourselves from acting in any individual case until you have taken the steps that common prudence would dictate. As to the Commissioner of Charities, we do not believe that he should be required to *obtain* such information from societies that may possess it before acting. Such a rule would put it within the power of these societies, by withholding the information, to delay indefinitely official action. As a matter of procedure undoubtedly the Commissioner should, in most cases, ask for whatever information private societies may possess concerning the case in hand, but it does not seem to us a proper matter to be embodied in the rules. To *require* the Commissioner *in every case* to *secure* such information, would hamper him in the performance of his duties, and would be almost certain to seriously interfere with his work. This is a matter of practical procedure, which, in our opinion, should be left to the discretion of the public officials.

4. Mr. Gerry's fourth suggestion is that "The Examiners of the State Board of Charities, and as well those of the Depart-

ment of Charities in the City of New York (if the system now in operation is to continue), might well be used for the purpose of examining cases of children who are retained in institutions, the result of which examinations might in many cases relieve the city of unnecessary expense and as well benefit the children." This, as we have already pointed out, is the very purpose for which the Examiners in the Department of Public Charities were appointed, and is a part of the very work which they have been and are now doing. A larger proportion of their time should be given to the re-examination of children committed some years ago, but this work now recommended by Mr. Gerry is exactly that contemplated by the present Rules, and for which the State Board of Charities and the State Charities Aid Association appeared before the Board of Estimate and Apportionment in December, 1895, and which Mr. Gerry then opposed.

Mr. Gerry suggests that the institutions should be required, when the parents or relatives visit a child therein, to secure upon each visit the names and addresses of the visitors. This seems to us an admirable suggestion, and we heartily recommend an amendment to the Rules to this effect.

Having considered the various propositions advanced by Mr. Gerry and the amendments to the rules proposed by him, we desire now to state briefly our own views upon the subject and our suggestions with regard to amendments to the Rules.

Omitting details, the history of the support of dependent children in this city for the past twenty-five years may be summarized as follows:

1. From 1875 to 1894. During this time the children were either committed by magistrates or received from parents by surrender. The commitments by magistrates were usually upon the recommendation of the S. P. C. C.; the retention of the children was legally in the hands of the managers of the institutions, but this power was exercised in many cases only upon the recommendation of the Society; there was no regular system of visiting parents from time to time to ascertain whether they had become able to support their children, although the S.

P. C. C. did make such investigations in some cases, when the parents came to apply for the discharge of their children.

*Under this plan the number of children supported by the city, and the expense to the city, increased during a period of twenty years 133 per cent., while the population of the city increased 73 per cent.*

2. From October 1, 1894 to October 1, 1897, there was a decrease in the number of children in institutions receiving public funds and in the amounts paid therefor, the decrease in the number of children being according to revised figures, recently secured from your board, 1,113. The total decrease in the amounts paid by the city during these three years was as follows:

Year.	Amount paid by City.	Decrease from 1894.
1894.....	\$1,771,636 71	
1895.....	1,733,528 40	\$38,108 31
1896.....	1,672,761 92	98,874 79
1897.....	1,620,070 84	151,565 87
Total.....		<u>\$288,548 97</u>

Omitting throughout the New York Foundling Hospital, since the circumstances of these children have not been investigated under the Rules, the payments to the other institutions were as follows:

Year.	Amount paid by City.	Decrease from 1894.
1894.....	\$1,485,943 91	
1895.....	1,446,320 20	\$39,623 71
1896.....	1,377,970 21	107,973 70
1897.....	1,307,377 94	178,565 97
Total decrease since 1894.....		<u>\$326,163 38</u>

In accounting for the decrease from 1894 to 1897, it is evident that the only changes from the former system are those that have been brought about by the Revised Constitution, by the action taken by your Honorable Board thereunder, and by the work of the Department of Public Charities under your Rules. The magistrates did not change their methods during that period and the co-operation between the Society for the Prevention of Cruelty to Children and the magistrates was as

before. *The only conclusion possible, therefore, is that this decrease in the expenditure, and its attendant moral benefits, is due entirely to your Honorable Board, and to the work of the Department of Public Charities under your Rules, which action was taken in direct opposition to the plans advocated by Mr. Gerry, and to which he proposes that you should now return.*

3. During the year 1898 there was an increase in the number of children committed, to which fact attention was called in the 26th Annual Report of the State Charities Aid Association, an increase sufficiently large to provoke serious thought, and to warrant such an inquiry as your Committee is now making. To what extent that increase was due to unnecessary commitments by the magistrates, and to what extent to unnecessary commitments by the Department of Public Charities, we cannot say, nor is it possible to make an authoritative statement upon that point without examining into the records and circumstances of the individual cases. It becomes of less importance, however, when we learn that, according to statistics kindly furnished by the Department of Public Charities, during the latter half of 1898, and the first quarter of 1899, there has been a marked decrease in the number of commitments by the Department. In fact, it appears that the publicity given to the subject, the inquiries that have been made by this Committee, and more especially the recently adopted co-operation between the Charity Organization Society and the Department of Public Charities, *have already accomplished the desired results, so far as the Department is concerned.*

Note the significance of the following figures, compiled by the Department of Public Charities, from the bills rendered by the various institutions, which show the number of children received each month, and the authority by which they are committed. The number of children received by commitment by the Department of Public Charities and by the magistrates for the past 15 months has been as follows:

	Charities	
	Dept.	Magistrates.
First quarter of 1898.....	503	397
Second " " ".....	658	585
Third " " ".....	638	458
Fourth " " ".....	402	431
First " " 1899.....	301	521

These figures show that since the second quarter of 1898 there has been a steady decrease in commitments by the Charities Department. They show further that during the first quarter of 1899, the Department committed 301 children as compared with 503 during the first quarter of 1898, *a decrease of 40 per cent.*, while the magistrates committed 521 during the first quarter of 1899, as compared with 397 during the first quarter of 1898, *an increase of 31 per cent.*

Note particularly the commitments for the past three months:

	Charities	
	Dept.	Magistrates.
January, 1899.....	157	171
February, ".....	66	108
March, ".....	78	242

*During the month of March, 1899, the magistrates committed more than three times as many children as the Charities Department.* The Charities Department is therefore at present a comparatively small factor in the commitment of children. If it did commit with too great readiness during 1898, especially during the first half of the year, it has already improved its methods, reached a better standard of administration, and formed wiser judgment as to what constitutes a just claim to public support.

The co-operation between the Charity Organization Society and the Department of Public Charities in regard to applications for the commitment of children, we believe to be the most important advance in the care of destitute children in this city during recent years. The Charity Organization Society sends an Agent to the office of the Department of Public Charities daily, just as the S. P. C. C. sends its Agents to the courts. This Agent examines all proposed commitments of destitute children, and in those cases in which it appears that the parents are of good character and should be enabled to keep their children with them, the Society, together with the Society of St. Vincent de Paul and the United Hebrew Charities, secures the necessary relief in the way of rent, groceries, clothing, fuel, etc., and in many cases places the family under the care of one of its District Committees, which assists by friendly counsel and personal service in securing employment for such members of the family as may be able to work, or by other means in restoring the

family, if possible, to a basis of self-support, or, if this should be impossible, in providing from private sources such continued material relief as may be needed.\*

*The present system, in its general features, seems to us to be based upon correct principles.* Applications for the commitment of destitute children are made directly to the Department of Public Charities, or if made to magistrates are, under the Charter, referred to the Department of Public Charities for investigation and report. The Charity Organization Society co-operates with the Department, and provides material relief where such relief is desirable.

Cases of immoral surroundings, cruelty, ill-treatment, ungovernable children, etc., are taken to the magistrates with whom the Society for the Prevention of Cruelty to Children<sup>1</sup> is in close and most helpful co-operation. In dealing with such cases the S. P. C. C. is acting strictly in accordance with its object as defined by its name, the law under which it was organized, and its articles of incorporation, and as generally understood by the community. Thus the Charities Department becomes the recognized public agency for dealing with destitution, and the Courts for dealing with crime, cruelty, or offenses against the well-being of the community, or of individuals. Each public agency enjoys the co-operation and helpful assistance of a private organization, working for the same ends, as the public agency with which it co-operates; in the one case the relief of destitution, and in the other the punishment of offenders and the rescue of those who suffer from the wrong-doing of others.

As to amendments to the Rules. May we suggest, in opening this question, that since the authority that has been conferred upon your Honorable Board to make rules and regulations, governing the reception and retention of inmates as public charges in private institutions, is a legislative power of a very important and far-reaching character, involving questions of the greatest magnitude, it is fitting that it should be exercised with a marked conservatism; that the Rules of the State Board of

\* From July 1st, 1898, to May 1st, 1899, of a total of 1,125 children whose commitment had been applied for, the C. O. S. has taken under its care 335.

Charities, like the Sanitary Code adopted by the Board of Health, though subject to change at any time, should as a matter of fact be changed only rarely and for the strongest of reasons.

When the matter of rules was first under consideration, it was our conviction that the authority to accept or reject persons as public charges should be retained in the hands of your own Board, and should be exercised through your own direct representatives. That view was not taken by your Honorable Board. It seemed to you a better plan to place the responsibility upon local officials. That plan having been decided upon, we believe it should be given a fair trial for a period of years, and in view of the excellent results secured during 1895, 1896 and 1897 and at the present time there is good reason for thinking that it will prove effective and will accomplish the results looked for by your Honorable Board when you decided to adopt this plan. *We believe, therefore, that the essential features of your rules should not now, nor in the near future, be modified.*

As to details, we believe that but few changes should be made. The institutions and the public officials of the State have, in some cases at considerable inconvenience and expense, adjusted their operations to the present rules. Further readjustment should not be required, except for the best of reasons, and so far as we can ascertain there are no facts warranting any radical changes. Only such changes should be made, in our opinion, as experience has shown to be necessary for the better enforcement of the essential features of the rules as they now stand. To this end, we make but three suggestions, as follows:

1. Section 1 of Rule II. provides that destitute persons shall not become charges upon the public unless accepted as such by the local officers charged with the relief of the poor, and that such acceptances shall become void unless renewed yearly within ten days of the first of October. It was evidently your intention that these yearly renewals of acceptances should be based upon a yearly investigation of the circumstances of the persons so accepted. Inasmuch as many persons have been accepted and reaccepted without any reinvestigation, we would suggest

that this Rule be amended so as to require that all such acceptances shall be based upon an investigation, made within the year preceding the date of such acceptance, into the circumstances of the person sought to be continued as a public charge, or of his parents and relatives, if such person be a minor, the results of all such investigations to be reduced to writing on a form to be prescribed by your Honorable Board and to be kept on record.

2. There seems to be no good reason for requiring all renewals to be made at any particular time of the year. It would be better in our opinion to have them made in each case, at intervals of one year from the date of the original acceptance. This has the advantage of distributing the work through the year. We would suggest the omission of the words "within ten days of the first of October," at the end of Subdivision I. of Rule II.

3. We unite with Mr. Gerry in suggesting that each institution be required to keep a book in which shall be entered the name and address of each parent, relative, or other person visiting an inmate who is in whole or in part a charge upon the public, and that such entry be made upon the occasion of each visit. In this city, with a constantly shifting population, this is perhaps the only way in which it is possible to keep informed as to the whereabouts and circumstances of the parents of children who have been committed to institutions.

These are our only suggestions with regard to the Rules.

We believe, however, that it would greatly facilitate an adequate and effective enforcement of the Rules, if your Honorable Board, through a duly appointed representative, would make an examination, say once each quarter, of the records, which state the facts on which the acceptances or renewals thereof by the local officials during the preceding quarter were based. The fact that such examinations were to be made by you would, in our opinion, make the local officers more careful in their investigations, and their records would be made more complete. The information acquired by your Board through such quarterly examinations would also enable it to judge as to the wisdom and discrimination with which the local officers exercised their powers under your Rules.

We would also suggest that a representative of your Board should from time to time examine into the circumstances of some of the persons who have been accepted as public charges. By thus going behind the records to the actual facts, your Board would be able to judge of the thoroughness of the examinations and of the accuracy of the records made by the local officers.

The last two suggestions relate to matters of procedure and practice by your Honorable Board, and are not proposed by us as amendments to the Rules.

Permit us to add in conclusion our testimony to the beneficent results that have already been attained by your Honorable Board, under the authority conferred upon it by the Revised Constitution, and to express our confident expectation that the far-reaching powers conferred upon you will be exercised in the future, as in the past, with a view solely to the public welfare, and the best interests of the needy, friendless, homeless, and destitute, whose better protection and wiser care were placed in your keeping by the framers of the new Constitution.

In behalf of the State Charities Aid Association,

I have the honor to remain,

Yours, with great respect,

(Signed)

HOMER FOLKS,  
*Secretary.*

No. 73.

State Charities Aid Association  
OF NEW YORK.

UNITED CHARITIES BUILDING,  
No. 105 E. 22d STREET, NEW YORK.

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PUBLIC APPROPRIATIONS TO PRIVATE  
CHARITIES

IN

NEW YORK CITY.

JULY, 1899.

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OFFICERS.

1898-1899.

PRESIDENT.

HON. JOSEPH H. CHOATE.

TREASURER.

HON. CHARLES S. FAIRCHILD.

VICE-PRESIDENT.

MRS. WILLIAM B. RICE.

LIBRARIAN.

MRS. HENRY OOTHOUT.

SECRETARY.

MR. HOMER FOLKS.

ASSISTANT SECRETARY.

MISS MARY VIDA CLARK.

BOARD OF MANAGERS.

1898-1899.

MISS HELEN C. BUTLER.

MR. GEORGE F. CANFIELD.

PROF. CHAS. F. CHANDLER.

HON. JOSEPH H. CHOATE.

HON. CHARLES S. FAIRCHILD.

PROF. FRANKLIN H. GIDDINGS.

DR. CHARLES HITCHCOCK.

MR. CHARLES H. MARSHALL.

MR. JOHN A. McKIM.

MRS. HENRY OOTHOUT.

MRS. WILLIAM B. RICE.

HON. CARL SCHURZ.

MISS LOUISA LEE SCHUYLER.

DR. GEORGE G. WHELOCK.

MR. ALFRED T. WHITE.

## **PUBLIC APPROPRIATIONS TO PRIVATE CHARITIES.**

**JULY, 1899.**

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NOTE.—The State Charities Aid Association, having been asked by the Comptroller to submit suggestions concerning a plan for regulating public appropriations to private charities, after careful consideration of the subject, addressed to the Comptroller the following letter.

**STATE CHARITIES AID ASSOCIATION.**

## State Charities Aid Association,

UNITED CHARITIES BUILDING,

105 EAST 22D STREET.

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NEW YORK, July 21, 1899.

Hon. BIRD S. COLER,

*Comptroller of the City of New York.*

DEAR SIR:

In response to your favor of May 8th, inviting suggestions with regard to appropriations of public funds to private charities, the State Charities Aid Association begs to submit the following recommendations:

1. All appropriations to private charities should be made in the annual budget from the General Fund. The Excise Fund and the Theatrical and Concert License Fund should not be contributed to charitable institutions, but should be turned over to the General Fund for the reduction of taxation.

2. The city should make no appropriations for the maintenance of persons, whether dependent children, hospital patients, inmates of homes for the aged, or others, except such as are accepted as proper public charges by the Department of Public Charities, after due investigation of the circumstances of such persons; and should pay for such persons only for such periods of time as are approved by the Department of Public Charities. This suggestion, however, should not apply to persons committed by courts or magistrates upon conviction of offences.

3. All institutions and societies should receive the same rate of payment for the same class of inmates, except that the *per capita* rate should diminish as the number of inmates increases.

4. The city should make all payments to children's institutions and hospitals at a *per capita* rate, instead of making an appropriation of a gross amount, as is now done in some cases.

If appropriations are made to institutions other than children's institutions and hospitals, such appropriations should, whenever practicable, be at a *per capita* rate, rather than in a gross amount.

5. Payments to corporate and industrial schools should be on a *per capita* plan, based on the number of pupils attending the school. Ultimately these pupils should be provided for in the public school system, and the administration of charity separated entirely from the work of public education.

6. Appropriations to dispensaries might wisely be discontinued, though, in order to prevent hardship, each institution might receive in 1900 an appropriation of one-half the amount received by it from city funds during 1899. If, however, it should be decided not to discontinue appropriations to dispensaries, we suggest the following regulations:

1. That no new dispensaries be added to the list receiving public funds.

2. That no dispensary should receive in any year from public sources more than one-half the amount received by it during the preceding year from voluntary contributions, nor, in any event, should it receive more in any year than it received in 1899.

7. When the city maintains institutions in its own Department of Public Charities for special classes of cases, and these institutions are not filled, the city should not pay for the same class of cases elsewhere.

8. The city should definitely adopt and announce the policy of not making appropriations to general relief societies and other agencies for helping the poor in their homes. To avoid hardship, it might appropriate to such institutions for the year 1900 one-half of the amount received by them from the city during 1899, announcing that no such appropriations would thereafter be made.

9. In case of miscellaneous institutions to which appropriations have heretofore been made in gross amounts, we suggest that, whenever practicable, these appropriations be placed on a *per capita* basis, and that appropriations which cannot be made on a *per capita* basis be discontinued after 1900, the appropria-

tion for 1900 being in each case one-half the appropriation for 1899. If, however, it is decided not to discontinue these appropriations after 1900, we suggest that the following regulations be adopted:

1. That no new institutions be added to this list.

2. That no such institution receive from public funds more than one-half the amount received from private sources during the preceding year, nor in any event more than it received in 1899.

10. The present total appropriations to hospitals and homes for the aged should be regarded as a maximum, and should be gradually reduced.

We have prepared a classified statement of public aid to private charities in the City of New York in 1899, based on the figures published in *Charities* of May 6th, 1899, dividing the institutions receiving public aid into eleven different classes with the following results:

	NUMBER OF INSTITUTIONS.	AMOUNT.
Children's Institutions.....	51	\$1,665,723 76
Infants' and Foundling Asylums.....	7	551,050 18
Maternity Hospitals.....	12	54,822 78
Hospitals.....	60	271,550 40
Dispensaries.....	33	37,904 35
Reformatories for Women.....	6	40,604 08
General Relief Societies.....	22	19,250 70
Homes for the Aged.....	15	20,796 32
Corporate Schools, mandatory.....	28	205,000 00
Institutions for Defective Children.....	15	206,197 33
Miscellaneous.....	33	176,723 91
All Institutions.....	282	\$3,249,623 81

The arguments in behalf of the above recommendations and the effect of their adoption upon the various classes of appropriations, are as follows:

1. ALL APPROPRIATIONS TO PRIVATE CHARITIES SHOULD BE MADE IN THE ANNUAL BUDGET FROM THE GENERAL FUND; THE EX-

CISE FUND AND THE THEATRICAL AND CONCERT LICENSE FUND SHOULD NOT BE CONTRIBUTED TO CHARITABLE INSTITUTIONS, BUT SHOULD BE TURNED OVER TO THE GENERAL FUND FOR THE REDUCTION OF TAXATION.

At the present time some of the appropriations to private charities are made from the General Fund, some from the Excise Fund, and some from the Theatrical and Concert License Fund, the appropriations from the last two funds not appearing in the annual budget of city expenditures. Our reasons for suggesting that all appropriations be made from the General Fund are as follows:

*a.* The amount of the Theatrical and Concert License Fund, being determined by the number of licenses issued, has no relation to the actual needs of the charities to which the fund is distributed. All of this fund is distributed each year without regard to its adequacy or inadequacy to the needs of the private charities. The Excise Fund is a very much larger fund, and there is annually a large balance not appropriated to charities, but the fact that there is this available balance encourages institutions to seek continually new and larger appropriations from this fund, and leads to the mistaken notion that the entire proceeds derived from liquor licenses should be distributed for the relief of the poor.

*b.* The fact that the appropriations from the Excise and the Theatrical and Concert License Funds do not appear in the annual budget gives an impression that the appropriations to private charities are much smaller in amount than they really are, both absolutely and in comparison with the appropriation for the Department of Public Charities. The city authorities and the public generally would have a much more accurate knowledge of the extent to which public funds are contributed to private charities, if all these appropriations appeared regularly in the annual budget.

2. THE CITY SHOULD MAKE NO APPROPRIATIONS FOR THE MAINTENANCE OF PERSONS, WHETHER DEPENDENT CHILDREN, HOSPITAL PATIENTS, INMATES OF HOMES FOR THE AGED, OR OTHERS, EXCEPT SUCH AS ARE ACCEPTED AS PROPER PUBLIC CHARGES BY THE DEPARTMENT OF PUBLIC CHARITIES, AFTER DUE INVESTIGATION OF THE CIRCUMSTANCES OF SUCH PERSONS, AND SHOULD PAY FOR SUCH

PERSONS ONLY FOR SUCH PERIODS OF TIME AS ARE APPROVED BY THE DEPARTMENT OF PUBLIC CHARITIES. THIS SUGGESTION, HOWEVER, SHOULD NOT APPLY TO PERSONS COMMITTED BY COURTS OR MAGISTRATES UPON CONVICTION OF OFFENSES.

This suggestion is in line with the rules established by the State Board of Charities under the Revised Constitution, which require destitute persons who are to be supported at public expense in private institutions, to be accepted as proper public charges by the local officers charged with the relief of the poor,—in New York City, the Commissioners of Public Charities. Section 661 of the Charter contains a somewhat similar provision with regard to destitute children. Our suggestion is somewhat more comprehensive than either the Rules or the Charter, and would include children committed for improper guardianship, neglect, cruel treatment, etc.

It seems wise to include a statement of this principle in the general plan adopted by the Board of Estimate and Apportionment, in order to fix clearly and definitely upon the public authorities the power and the responsibility of deciding as to what individuals shall become public charges, and for how long a time they shall remain such.

This recommendation relates to the following classes of institutions:

- a. Children's institutions, including Infants' and Foundling Asylums.
- b. Hospitals.
- c. Homes for the Aged.
- d. Reformatories for Women.
- e. Institutions for Defective Children.

Children's Institutions, including Infants' and Foundling Asylums, received in 1899 a total of \$2,216,773, or 69 per cent. of all the amounts appropriated to private charities. Since these appropriations are almost wholly on a *per capita* basis, they can only be affected by changing the *per capita* rate, or by diminishing the number of children received, or the period of retention. The adoption of a uniform rate for institutions of the same size, the rate diminishing for the larger institutions, might somewhat reduce the total payments.

It is evident, however, that in regard to this, by far the largest and most important class of appropriations, no considerable reduction can be looked for, except by a more careful oversight by the Charities Department of the admission and retention of the children. Fortunately, all the evidence of the past 25 years shows, with one exception, that such oversight, whenever it has existed, has been effective, and whenever it has been absent, there has been an abnormal increase in the *per capita* payments. The law forbidding the retention of children over two years of age in almshouses was passed in 1875. In Brooklyn, 300 children were, under the law, sent from public to private institutions. Owing to lax administration the number increased during the next five years from 300 in 1875 to 1,479 in 1880. A better administration of the law during the next five years diminished the number to 1,231, at about which number it remained for some ten years. In 1886, however, the magistrates began to commit children under the Penal Code, over whom the Charity Commissioners had no oversight. Nor as to the period of retention had the magistrates any oversight. As a result the number of children supported by Kings County under magistrates' commitments increased from practically none in 1886 to 1,924 in 1893. In the following year, 1894, a law was passed, conferring upon the Charity Commissioners certain authority over these children, with the result that the number of commitments per year was decreased from 1,829 in 1893, to 1,404 in 1895.

In New York (Manhattan and the Bronx), the Charity Commissioners did not, until 1897, exercise the power which they possessed of committing children to institutions at public expense. The admission of the children was by commitment by magistrate, or by surrender by parents. In either case, the retention was entirely in the hands of the institutions. Under this plan, the number of inmates of institutions receiving city aid increased from 6,527 in 1875 to 15,182 in 1894—an increase of 133 per cent., while the population of the city increased only 77 per cent. In 1895, under the Rules of the State Board of Charities, the City Department of Charities was given power to decline to accept as public charges persons alleged to be destitute but who were upon investigation found not to be proper public charges.

The acceptances became void unless renewed yearly, the intention being that there should be a yearly re-examination in each case. Under this plan there was a marked decrease in the number of children supported by the city and in the total payments; an actual decrease, in the payments to institutions affected by the Rules, from '94 to '97, of \$326,163.38; or, taking into account the previous yearly increase, a saving of at least half a million dollars. In 1898, there was an increase in the number of commitments, but the causes of this increase have already been ascertained and removed. This has been accomplished, although the City Department has never had a sufficient number of Examiners to look into all the cases. We strongly recommend, therefore, that a larger appropriation be made to this Department for salaries of Examiners of Dependent Children, and we are strongly convinced that in this way, and in this way only, is it possible to effect a large reduction in the amount now expended by the city for this purpose. We have followed closely the work of the Examiners of Dependent Children during the past year, and know that it is constantly increasing in efficiency.

When a group of persons organize a charitable institution, the natural and usually sufficient check upon its undue development is the necessity resting upon them of giving or securing from others the necessary funds for its maintenance. This necessity of giving or securing contributions is the natural check upon the tendency of all institutions to grow indefinitely, and to admit children who ought not to be received, and retain children who would be better off if placed in families or returned to their parents. The securing of public funds removes this natural and wholesome safeguard against undue growth. If the payments are in gross amounts, they can only be determined arbitrarily, and there is a constant tendency to increase the amounts, and the number of institutions receiving them. If the payments are on a *per capita* basis, there is the same tendency to indefinite increase, unless checked by an oversight by public authorities of the admission and retention of the children on the plan described above, and now in partial operation.

As already stated, there are good reasons, based on experi-

ence, for hoping that the check may be effective. If it should prove to be ineffective, the only alternative is clear. As stated in our last annual report, it is our conviction that if ultimately it should be found to be impossible to exercise in the manner above indicated a proper control over these *per capita* payments to private institutions for the care of children, it will then be necessary to inaugurate some other system, under public control, for the care of children who are properly charges upon the public.

The argument for paying public funds only for the persons who have been approved as proper public charges by the Commissioner of Public Charities, applies to hospitals, and homes for the aged with the same force as to children's institutions. In case of reformatories for women, the inmates are committed by courts after conviction of offenses; there is therefore no occasion for acceptance by any other public authority. It should be pointed out that these institutions receive the same class of inmates as, in other parts of the State, are committed to the State Houses of Refuge for Women. Although New York City contributes largely by taxation to the support of these State Houses of Refuge, it receives no benefit therefrom. Financial equity would require the enlargement of the State system so as to receive all this class of offenders. At present, however, there is no suitable State or local public institution to which this class of inmates in New York City could be committed. With regard to institutions for the deaf and dumb and for the blind, the payments are already in some degree under the oversight of the Charities Department. There is less danger of undue development of institutions of this character, since the number of deaf and dumb and of blind children is not large, and is not affected by the readiness with which such institutions receive inmates. We do not suggest any change from the present customs with reference to this class of institutions.

3. ALL INSTITUTIONS AND SOCIETIES SHOULD RECEIVE THE SAME RATE OF PAYMENT FOR THE SAME CLASS OF INMATES, EXCEPT THAT THE PER CAPITA RATE SHOULD DIMINISH AS THE NUMBER OF INMATES INCREASES.

That institutions of the same size should receive the same rate of payment for the maintenance of the same class of

inmates is self-evident. It is an anomaly that in the special laws that have been passed from time to time, various rates of payment have been fixed for the support of the same class of inmates in different institutions.

Large institutions for children are in every way undesirable by reason of the impossibility of giving the children individual care and attention. The larger the institution, the more impersonal and machine-like it must be. It is a well-known fact that long-continued institutional life has unfortunate effects upon the physical, mental, and moral development of children; all of which evils are most marked in the larger institutions. The subsidy system, as in operation in this city until very recently, has directly encouraged the growth of large institutions, with the result that in New York there are much larger institutions than in any other city in this country, and, so far as we know, in the world. It has also discouraged the placing of children in families by adoption, a plan by which many of the children could receive a much better preparation for a life of self-support, and at practically no expense to the city. It is desirable, therefore, in rearranging the subsidy system to discourage the growth of other large institutions, and the further extension of those that are already far too large. It is also but fair to pay the large institutions a lower *per capita* rate than the smaller ones, since it costs them less. Supplies can be bought in larger quantities at cheaper rates, and the paid force need not be increased in proportion to the number of inmates. In these and in many other ways, the actual *per capita* cost to the institution diminishes as the number of inmates increases, and it is not proper for the city to pay to any institution more than that institution actually expends for the maintenance of the city charges. We would suggest that a certain rate be fixed for all institutions having less than 500 inmates; that a somewhat smaller rate be fixed for institutions having more than 500 and less than 1,000; and that the rate be reduced with each addition of 500 to the population. Logically, this principle applies also to hospitals, and homes for the aged, but as a matter of fact there is no such disparity in size among the hospitals and homes for the aged, receiving city aid, as among the children's institutions. So far as we know none of the hospitals or homes for the aged, receiving city aid, have as many as 500 inmates. For

this reason, our suggestion would have no immediate application to any but children's institutions.

4. THE CITY SHOULD MAKE ALL PAYMENTS TO CHILDREN'S INSTITUTIONS AND HOSPITALS AT A PER CAPITA RATE, INSTEAD OF MAKING AN APPROPRIATION OF A GROSS AMOUNT, AS IS NOW DONE IN SOME CASES. IF APPROPRIATIONS ARE MADE TO INSTITUTIONS OTHER THAN CHILDREN'S INSTITUTIONS AND HOSPITALS, SUCH APPROPRIATIONS SHOULD, WHENEVER PRACTICABLE, BE AT A PER CAPITA RATE, RATHER THAN IN A GROSS AMOUNT.

*Per capita* payments for inmates who have been approved as proper public charges by public authorities bear a direct relation to the service rendered by these institutions to the city, while gross amounts can only be fixed arbitrarily. The *per capita* rate should certainly not exceed the present actual cost of maintenance of the city charges. In the term maintenance, expenditures for buildings and permanent improvements, or for indebtedness upon real property, should not be included, since, among other reasons, the building and improvements remain the property, not of the city, but of the institution. In fact, the rate should be distinctly less than the cost of maintenance, so that some portion must be raised by private charity. At present (as has been the case for some years past), several of the large institutions are practically wholly supported by the city, whose payments on a *per capita* basis have met not only all the current expenses of every nature, but have left an excess to be applied to the reduction of indebtedness, or the erection of larger buildings. One institution received during the year ending September 30, 1897, \$59,778.70 from the city; the only other income was \$3,077, received from individuals for the support of inmates. During the same year, the institution found it possible, however, to pay off \$13,980 of indebtedness on its real estate. Another institution received during the same year from public funds \$276,934.36, and from donations and voluntary contributions \$94.50. In some of these cases the city or State also gave the grounds and buildings, in whole or in part. The *per capita* rate should be fixed at something less than the *present* cost of maintenance, and should not be raised; otherwise, if the city agreed to meet the actual cost of maintenance, this cost might be increased indefinitely.

If the expenditures for educational purposes are included as a part of the cost of maintenance, the institutions should not share in the apportionment of the school funds.

In order that the city may be fully informed as to the manner of expenditure of the funds appropriated to charities, we believe that each institution receiving city aid should be required to file annually a sworn detailed statement of its receipts and expenditures, with the Comptroller, on a form to be prescribed by him.

5. PAYMENTS TO CORPORATE AND INDUSTRIAL SCHOOLS SHOULD BE ON A PER CAPITA PLAN, BASED ON THE NUMBER OF PUPILS. ULTIMATELY THESE PUPILS SHOULD BE PROVIDED FOR IN THE PUBLIC SCHOOL SYSTEM, AND THE ADMINISTRATION OF CHARITY SEPARATED ENTIRELY FROM THE WORK OF PUBLIC EDUCATION.

At present some of the appropriations to corporate schools are on a *per capita* basis, the *per capita* rate being much less, however, than the cost of the schools, and a gross amount is also contributed in some cases toward the support of the same schools. The result is confusing, and this method of making appropriations has no logical justification. Some of the so-called corporate schools are day schools; others are the educational departments of orphan asylums, most of which also receive a *per capita* rate for the maintenance of the pupils.

The Charter provides—Sections 1152 and 1154—that certain of these schools shall share in the school funds *in the same manner and degree* as the common schools in the City of New York. As a matter of fact, they do not receive anything like the *per capita* amount appropriated to the common schools, nor do most of them expend as much *per capita* as the public schools. An arbitrary gross amount is fixed upon, included in the annual appropriation to the Board of Education, and apportioned by that Board among the schools on a *per capita* basis, in addition to which, in some cases, gross amounts are appropriated by the Board of Estimate and Apportionment directly to the societies maintaining the schools. The mandatory character of the *per capita* payments from the school fund does not appear to be affected by the Stranahan Law. It would be much less confusing, however, if the Board of Estimate and Apportionment discontinued the appropriation of gross amounts and appropriated

to the Board of Education a larger amount, so that the *per capita* rate could be raised and the total appropriation to each society be equal to the sum of the present *per capita* sums and gross amounts. Such of the corporate schools as are day schools, provide a mid-day meal for the pupils, and also, when necessary, shoes and clothing, the purpose being to educate those who would be unable by reason of destitution to attend the public schools. These schools have filled a great need from the standpoint of educational as well as charitable work. It would seem to us, however, to be the ideal system that the city should provide ample accommodations for all such children, and that all the children should then attend the public schools, and that such material relief in the way of shoes, clothing, etc., as is needed, should be given by charitable societies. Until the city has made ample and proper accommodation for such children, the present system should of course be continued. At present a large proportion of the cost of the schools is borne by private charity, and the city grant to them, so long as the present plan is continued, should not in our opinion be diminished.

6. APPROPRIATIONS TO DISPENSARIES MIGHT WISELY BE DISCONTINUED, THOUGH IN ORDER TO PREVENT HARDSHIP, EACH INSTITUTION MIGHT RECEIVE IN 1900 AN APPROPRIATION OF ONE-HALF THE AMOUNT RECEIVED BY IT FROM CITY FUNDS DURING 1899. IF, HOWEVER, IT SHOULD BE DECIDED NOT TO DISCONTINUE APPROPRIATIONS TO DISPENSARIES, WE SUGGEST THE FOLLOWING REGULATIONS:

1. THAT NO NEW DISPENSARIES BE ADDED TO THE LIST RECEIVING PUBLIC FUNDS.
2. THAT NO DISPENSARY SHOULD RECEIVE IN ANY YEAR FROM PUBLIC SOURCES MORE THAN ONE-HALF THE AMOUNT RECEIVED BY IT DURING THE PRECEDING YEAR FROM VOLUNTARY CONTRIBUTIONS, NOR IN ANY EVENT SHOULD IT RECEIVE MORE IN ANY YEAR THAN IT RECEIVED IN 1899.

Several facts lead us to believe that dispensaries might safely be left to the resources of private charity, the generosity of the medical profession and the desire for opportunities for medical education afforded by dispensaries. It requires a smaller sum of money to manage a dispensary than to conduct almost any other form of charity. It is not possible to appor-

tion the city grant on any rational *per capita* basis, since the inmates are not maintained, but only receive medical treatment. Dispensaries are more liable than any other form of charity to a development far in advance of the real needs of the community, a fact which has been recognized in recent legislation in this State. That dispensaries can safely be left largely, if not wholly, to private resources is indicated by the fact that in Manhattan and the Bronx there are thirty dispensaries, of which only thirteen receive public funds, these thirteen receiving, during 1899, from public funds, the sum of \$5,150, and from donations, interest on investments, and legacies, during the year ending September 30, 1897, the sum of \$32,811.93. In Brooklyn and Queens there are twenty-five dispensaries, of which twenty receive appropriations from public funds, these twenty receiving, during 1899, from public funds \$32,754.35, and from private sources, during the year ending September 30, 1897, only \$4,451.25. The conclusion is irresistible that the donation of public funds to private dispensaries in Brooklyn has discouraged and prevented the growth of private benevolence in that direction. It is a very significant fact that the aggregate receipts of the twenty Brooklyn dispensaries receiving public assistance are almost the same as the aggregate receipts of the thirteen Manhattan dispensaries receiving such aid, the latter group of institutions receiving in round numbers \$5,000 from public funds and \$32,000 from private funds, and the former receiving \$32,000 from public funds and \$5,000 from private funds.

7. WHEN THE CITY MAINTAINS INSTITUTIONS IN ITS OWN DEPARTMENT OF PUBLIC CHARITIES FOR SPECIAL CLASSES OF CASES, AND THESE INSTITUTIONS ARE NOT FILLED, THE CITY SHOULD NOT PAY FOR THE SAME CLASS OF CASES ELSEWHERE.

This proposition is so self-evident as to need no argument. Its more immediate application is with reference to the Maternity Hospitals in the Boroughs of Manhattan and the Bronx, it being a fact that while the city maintains several well conducted maternity hospitals in which most excellent results have been obtained, the hospitals have remained for some time but half filled, and the physicians and nurses serving the city have had but limited opportunities for instruction, while, at the same

time, the city has been paying considerable amounts to private maternity hospitals, not only for the maintenance of lying-in cases, but for obstetrical service which might have been rendered free of charge in its own institutions.

Appropriations to this class of institutions now amount to \$54,822.78 per year, many of them being made in gross amounts. The operation of the above mentioned suggestions would be to cut off these appropriations and to receive into the city institutions all cases not provided for by private institutions at their own expense, until the public maternity hospitals in the Charities Department are filled, after which time any cases, not cared for by private funds, would be sent to private institutions, and paid for by the city on a *per capita* basis. It is our belief that the professional interest in continuing to receive maternity cases in private institutions is so great, that, in Manhattan at least, the city institutions would not be filled, even though aid to private maternity hospitals were cut off.

8. THE CITY SHOULD DEFINITELY ADOPT AND ANNOUNCE THE POLICY OF NOT MAKING APPROPRIATIONS TO GENERAL RELIEF SOCIETIES AND OTHER AGENCIES FOR HELPING THE POOR IN THEIR OWN HOMES. TO AVOID HARDSHIP, IT MIGHT APPROPRIATE TO SUCH INSTITUTIONS FOR THE YEAR 1900 ONE-HALF OF THE AMOUNT RECEIVED BY THEM DURING 1899, ANNOUNCING THAT NO SUCH APPROPRIATIONS WOULD THEREAFTER BE MADE.

Many of the private relief societies receive no city funds, and none receive large amounts from the city.

The city is wisely prohibited by the Charter from distributing public out-door relief. For the city to make appropriations to private relief societies is, however, an indirect form of out-door relief, dangerous because of its indirectness, and still more dangerous in that it is a constant menace of a return to the public out-door relief system, since it affords a basis for argument that if the city is to give out-door relief at all, it should give it directly, and not through private charities over which it has no control. The annual appropriations for these societies now amounts to \$19,250.70, distributed, very unequally, among twenty-two institutions. Our suggestion would diminish these appropriations one-half for 1900, and discontinue them thereafter.

9. IN CASE OF MISCELLANEOUS INSTITUTIONS TO WHICH APPROPRIATIONS HAVE HERETOFORE BEEN MADE IN GROSS AMOUNTS, WE SUGGEST THAT, WHENEVER PRACTICABLE, THESE APPROPRIATIONS BE PLACED ON A PER CAPITA BASIS, AND THAT APPROPRIATIONS WHICH CANNOT BE MADE ON A PER CAPITA BASIS BE DISCONTINUED AFTER 1900, THE APPROPRIATION FOR 1900 BEING IN EACH CASE ONE-HALF THE APPROPRIATION FOR 1899. IF, HOWEVER, IT IS DECIDED NOT TO DISCONTINUE THESE APPROPRIATIONS AFTER 1900, WE SUGGEST THAT THE FOLLOWING REGULATIONS BE ADOPTED:

1. THAT NO NEW INSTITUTIONS BE ADDED TO THIS LIST.
2. THAT NO SUCH INSTITUTION RECEIVE FROM PUBLIC FUNDS MORE THAN ONE-HALF THE AMOUNT RECEIVED FROM PRIVATE SOURCES DURING THE PRECEDING YEAR, NOR IN ANY EVENT MORE THAN IT RECEIVED IN 1899.

There would be included in this miscellaneous list 21 institutions in the Boroughs of Manhattan and the Bronx, receiving in 1899 a total of \$152,917.25, and 13 institutions in the Boroughs of Brooklyn and Queens, receiving in 1899 a total of \$23,705.96. In many cases these institutions could receive a *per capita* appropriation instead of a gross amount. In other cases the appropriation is not for the maintenance of inmates, but for current expenses, and as there is no possible means of determining the value of the services rendered the city, if any, in our opinion, such appropriations should be discontinued.

10. THE PRESENT TOTAL APPROPRIATIONS TO HOSPITALS AND HOMES FOR THE AGED SHOULD BE REGARDED AS A MAXIMUM, AND SHOULD BE GRADUALLY REDUCED.

Appropriations to hospitals and homes for the aged are on a very different basis from those to children's institutions, since the city is not only allowed to maintain, but actually does maintain in its Charities Department several large institutions of both classes. During recent years the appropriations to private hospitals have increased largely both in number and amount, some hospitals receiving *per capita* sums, others gross amounts, while certain hospitals receive both a *per capita* allowance and a gross amount. Should this process continue unchecked we would in one, or at most in two decades, reach the same result at which we have arrived as to children's institu-

tions—that the private hospitals would be almost wholly supported by the city; the community would have learned to look to the city for the care of all the destitute sick; private gifts and bequests to hospitals would be discontinued; and the appropriations to the city hospitals would be reduced to the lowest possible point, because of the large payments to private hospitals. Each of these results would be highly undesirable, and the combination of all would be deplorable. The safest, surest, and easiest way to stop this process of transition of private hospitals from a basis of private support to that of public support is for the city authorities to decide that the present total annual appropriation to private hospitals shall be a maximum; that hereafter in no year shall the sum of all the amounts appropriated to private hospitals exceed the present appropriation, viz., \$271,550.40, and that this amount shall gradually be reduced. This sum, or some smaller amount, having been agreed upon, would be apportioned among the private hospitals as a contribution toward the support of such persons, occupying free beds, as had been accepted by the Charities Department as proper public charges. Having checked the growth of appropriations to private hospitals, the city should proceed to place its own hospitals, in the Charities Department, on a thoroughly satisfactory basis as to accommodations, equipment, and service.

The same argument applies to homes for the aged, though the process of transition to a basis of public support has not made so much progress as in the case of hospitals. The city maintains three almshouses for the aged and infirm poor. These should be enlarged from time to time as may be necessary, but the public should not be committed to the support of aged persons received into private institutions. It would be a most difficult tendency to restrain if it once gained headway, and would be susceptible of indefinite extension. The only safe method of dealing with the question is either to discontinue such appropriations altogether, or to decide that the present total appropriation to this class of institutions shall be the maximum. An exception to this general statement should be made in the case of the Colored Home and Hospital (Manhattan and the Bronx), which receives from the Charities Department destitute colored persons, who have been accepted as proper public charges, but for whom

no provision has been made in the public hospitals and almshouse. The Brooklyn public hospitals and almshouse, unlike those in Manhattan, have always received colored inmates as well as white.

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In considering the whole subject we have had in mind throughout as the chief end to be attained, the wisest and most humane care of those who are properly the recipients of private or public charity. The saving to the taxpayers, important as that is, is not the matter of chief concern to our Association. We believe that our suggestions, if adopted, would incidentally result in considerable saving to the city, but they are submitted primarily because they seem to us calculated to secure the most helpful, humane, and beneficent administration of both public and private relief funds.

Summing up the results of the application of our suggestions, it appears that as to reformatories for women, institutions for defective children, and corporate schools, receiving in 1899 a total of \$451,801.41, no immediate change in the amounts appropriated would result; that as to children's institutions and infants' and foundling asylums, receiving in 1899 \$2,216,773.94, a large reduction could be secured through the work of the Examiners of the Charities Department, through which already there has been a saving of a half a million dollars; and that the sum of \$585,944.06, appropriated to maternity and other hospitals, dispensaries, general relief societies, homes for the aged and miscellaneous institutions, would be very largely diminished; probably from fifty to sixty per cent.

It is our belief that, more than any other one cause, excessive appropriations to private charities in this city have prevented adequate provision being made for the public hospitals and almshouses maintained and controlled directly by the city. These institutions are obliged to care for their inmates at a much less *per capita* cost than obtains in many—and probably in most—of the private hospitals and homes for the aged receiving public aid. While the city has in many cases, by its generous appropriations, relieved the managers of private institutions from the necessity of securing any private contributions whatever, the

appropriations to its own institutions have frequently in the past been reduced to so small an amount that the buildings have fallen into dilapidation; the heating systems have been wholly inadequate; the food and clothing supplies have been insufficient, and the salaries have been so low that only the most incompetent and irresponsible class of caretakers could be secured. The consequences were untold suffering, and the sacrifice of many lives, particularly in the Infants' Hospital. We, therefore, recommend with all possible urgency, that as the appropriations to private institutions are diminished, appropriations for the public institutions be increased, in addition to the increase which would naturally be made to provide for the increase of population, until all the institutions in the Charities Department are placed upon a thoroughly satisfactory basis, with adequate accommodations, proper equipment, and competent service.

In conclusion we desire to state that a careful study of this question has convinced us that the plan of granting public subsidies to private institutions has inherent and grave dangers which it is impossible to obviate, and that no plan can be devised which will insure wholly satisfactory results. We find that appropriations of public funds to private institutions inevitably tend to diminish and discourage private charity; that the system confuses the duties of the public authorities and of private citizens and private organizations, and prevents any clear division of the field as between public and private effort; that it encourages the growth of privately managed but publicly supported charities to an unlimited and harmful extent; that although often apparently economical in the beginning, it is always in the long run enormously expensive; that it indirectly prevents a proper equipment and maintenance of the public charitable institutions; and that its permanent disadvantages far outweigh any immediate and temporary benefits that may be derived when the system is first established.

We hope, therefore, that the city authorities, having practically full authority over the subject, will at once begin to reduce the amounts so appropriated, and will look forward to an absolute and final discontinuance of the custom at some future date,

when proper public provision has been made for all public dependents.

So far as children's institutions are concerned, no radical change can be made until some other system has been established, nor should any be attempted until the present effort to regulate subsidies has had a full and fair trial. If the present efforts to exercise a rational and proper control over these subsidies should fail, then some other system should be adopted. The remarkable success of public systems of caring for destitute children in many States of the Union afford every reason for believing that a satisfactory system of public care for children could be established in this State, if such a step should become necessary.

Meanwhile the suggestions offered by us above will, in our opinion, if adopted, minimize the evils and dangers that are inherent in the subsidy system.

In behalf of the State Charities Aid Association.

(Signed.)      GEORGE F. CANFIELD,  
CHARLES S. FAIRCHILD,  
GERTRUDE S. RICE,  
ALFRED T. WHITE,  
HOMER FOLKS,  
*Committee.*







No. 74.

**State Charities Aid Association**  
**OF NEW YORK.**

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The State Charities Aid Association is supported wholly by voluntary contributions. To carry on its work with efficiency, it requires a yearly income of from \$10,000 to \$12,000. Annual subscriptions and donations are greatly needed and are solicited from persons interested in the objects of the Association.

In order to give the Association an assured income, an Endowment Fund, now amounting to \$66,800.00, has been started. Contributions to this Fund are also solicited.

Checks should be made payable to the order of

CHARLES S. FAIRCHILD, *Treasurer*,  
105 E. 22d St.

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**FORM OF BEQUEST.**

I give and bequeath to the "State Charities Aid Association," incorporated in the year 1880 under the laws of the State of New York, the sum of.....dollars to be used for the purposes of said Association.

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**NEW YORK:**  
**UNITED CHARITIES BUILDING,**  
**No. 105 East 22d Street.**

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No. 74.

**State Charities Aid Association**  
**OF NEW YORK.**

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**TWENTY-SEVENTH ANNUAL REPORT**

**OF THE**

**State Charities Aid Association**

**TO THE**

**STATE BOARD OF CHARITIES OF THE STATE OF  
NEW YORK.**

**November 1st, 1899.**

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**NEW YORK:**  
**UNITED CHARITIES BUILDING,**  
**No. 105 East 22d Street.**

# TABLE OF CONTENTS.

	<i>Page</i>
Officers and Board of Managers.....	III
Standing Committees.....	IV
Members of Central Association.....	V
Corresponding Members.....	VIII
Representatives in other Organizations.....	VIII
List of Visitors to State Hospitals.....	IX
List of Visitors to State Charitable Institutions.....	IX
Members of County Visiting Committees.....	IX
<b>Report of Board of Managers:</b>	
Summary of work of past year.....	1
Abolition of the Contract System in Montgomery County.....	4
<b>Dependent Children—</b>	
General Conditions in the State.....	8
<b>Destitute Children in New York City:</b>	
Boroughs of Manhattan and the Bronx.....	8
Borough of Kings.....	15
Borough of Queens.....	16
Borough of Richmond.....	17
<b>The Association's Work for Destitute Children:</b>	
Placing Children in Families.....	19
Boarding-out in Queens and Nassau Counties.....	23
Newburgh Agency for Dependent Children.....	23
Providing Situations for Mothers with Babies.....	26
Joint Committee on the Care of Motherless Infants.....	29
Summary of Association's Work for Destitute Children.....	41
<b>Report of Committee on Hospitals.....</b>	43
<b>Report of Committee on Pauper Delinquents.....</b>	44
<b>Reports of County Committees.....</b>	47
<b>State Charitable Institutions.....</b>	77
Newark State Custodial Asylum.....	78
Thomas Orphan Asylum for Destitute Indian Children.....	79
Craig Colony for Epileptics.....	80
<b>Legislation:</b>	
Destitute Mothers' Bill.....	83
Free Coal Bill.....	84
Bills passed.....	85
Bills which failed of passage.....	87
<b>Public Aid to Private Charities.....</b>	92
Educational.....	98
Hospital Book and Newspaper Society.....	100
Society for Instruction in First Aid to the Injured.....	101
<b>Remarks by Hon. Charles S. Fairchild at annual meeting.....</b>	105
<b>Minute adopted at annual meeting in regard to resignation of the President of the Association.....</b>	109
<b>Report of Finance Committee.....</b>	110
<b>Report of Treasurer.....</b>	113
<b>Report of Treasurer of Sub-Committee on Providing Situations for Mothers with Infants.....</b>	114
<b>Subscriptions and Donations to State Charities Aid Association.....</b>	117
<b>Contributions to Sub-Committee on Providing Situations for Mothers with Infants.....</b>	120
<b>Contributions to Special Fund for Salary and Expenses of Agent for Placing-out Children.....</b>	120
<b>Contributions to Joint Committee on Motherless Infants.....</b>	121
<b>Appendix A.—Tabular Statement compiled from Reports of County Visiting Committees.....</b>	122
<b>Appendix B.—Census of Department of Public Charities of New York City.....</b>	124
<b>Appendix C.—List of Members and Officers of the State Board of Charities.....</b>	125
<b>Appendix D.—Additions to Library since last Annual Report.....</b>	127
<b>Appendix E.—Certificate of Incorporation of State Charities Aid Association.....</b>	128
<b>Appendix F.—Right-of-Entrance Law of State Charities Aid Association.....</b>	128
<b>Appendix G.—By-Laws of State Charities Aid Association.....</b>	128
<b>List of Publications of State Charities Aid Association.....</b>	Third and fourth pages of Cover.

No. 74.

# State Charities Aid Association

OF NEW YORK.

UNITED CHARITIES BUILDING,  
No. 105 E. 22d STREET, NEW YORK.

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 Gurdon Swift, "  
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 Miss M. V. Clark.  
 Mrs. J. R. Couper.  
 Mrs. C. S. Fairchild.  
 Mr. Homer Folks.  
 Mrs. A. Floyd.  
 Mrs. Wm. Preston Griffin.  
 Miss Hoyt.  
 Miss McMahon.  
 Mrs. Wm. H. Morse.  
 Mrs. Oothout.  
 Mrs. William B. Rice.  
 Miss Emily Schwab.  
 Miss F. Smith.  
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 Miss Wisner.

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 Rhinebeck, N. Y.  
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 Ave.  
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 Mrs. Bronson, 107 E. 25th St.  
 Miss Angelica Church, 130 E. 25th St.  
 Miss Cunningham, 109 E. 36th St.  
 Miss Duer, 446 Madison Ave.  
 Miss Followes, 42 E. 11th St.  
 Mrs. Goetchius, 52 W. 58th St.  
 Miss Elizabeth D. H. Kean, 3 E. 56th St.  
 Mrs. James W. Pinchot, 2 Gramercy  
 Park.  
 Mrs. Whitelaw Reid, 451 Madison Ave.  
 Mrs. F. M. Scott, 42 Park Ave.

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 96th St.  
 Miss L. D. Baldwin, 102 W. 93d St.  
 Dr. W. A. Bastedo, St. Luke's Hospital.  
 Mrs. Richard K. Cooke, 77 E. 82d St.  
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 Miss Dehon, 310 Fifth Ave.  
 Mrs. Horace J. Fairchild, 56 W. 55th  
 St.  
 Mrs. Augustus Floyd, 36 W. 68th St.  
 Dr. Rolfe Floyd, 36 W. 68th St.  
 Mr. Alexander M. Hadden, 16 W. 51st St.  
 Miss Iselin, 23 Madison Sq.  
 Miss C. G. Livingston, 271 Fifth Ave.  
 Miss Marié, 111 W. 43d St.  
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 Miss H. S. Oakley, 120 E. 13th St.  
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 St.  
 Mr. John Seely Ward, Jr., 48 E. 26th St.

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 96th St.  
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 Mrs. Davies, 22 E. 45th St.

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*Harlem Hospital.*

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Mrs. Augustus Floyd, Mastic.  
Rev. C. O. Gray, Smithtown Branch.  
Miss Lila Havens, Centre Moriches.  
Mrs. Robert F. Hawkins, Yaphank.  
Mrs. Richard Higbie, Babylon.  
Mrs. E. C. Lawrence, Westhampton  
Beach.  
Mr. Joseph S. Osborn, Bridgehampton.  
Miss Ruth Halsey Tuthill, Riverhead.

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Mr. William Nicoll, Islip.

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 Miss Nott, "  
 Rev. and Mrs. C. Oakes, "  
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 Miss Mary Van Leuven, Kingston.  
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Mr. and Mrs. F. A. Waters, Rondout.  
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XX

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     Sing.  
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TWENTY-SEVENTH ANNUAL REPORT  
OF THE  
STATE CHARITIES AID ASSOCIATION.

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*To the State Board of Charities:*

The Board of Managers of the State Charities Aid Association respectfully submits, in behalf of the Association, its Twenty-seventh Annual Report, being an account of its work for the year ending September 30, 1899, with some observations upon the administration of public charity in this State during that period.

The Association regrets to record the resignation, owing to protracted absence, of its President, Hon. Joseph H. Choate, now Ambassador at the Court of St. James. The Minute adopted in this connection by the Association is printed on page 109.

At the annual meeting of the Board of Managers, held December 7, 1899, Prof. George F. Canfield was elected President of the Association. The address delivered by Hon. Charles S. Fairchild at the Annual Meeting of the Association will be found on pages 105-108.

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The work of this Association, for the improvement of almshouses, public hospitals, and other charitable institutions maintained by the State of New York, or by cities, counties or towns, and in behalf of destitute children who are public charges, has been carried forward without interruption during the year, and it is believed has been as varied and fruitful in good results as in any one of the preceding twenty-six years.

With an expenditure of only \$10,714.58 the Association has secured the following results:

1. It has maintained by its local committees and from the central office a visitation of the almshouses and public hospitals

in forty-three of the sixty-one counties of the State, including the frequent inspection of all the numerous institutions in the Department of Public Charities of New York City.

2. It has appeared, through its representative committees, before Boards of Supervisors, or Boards of Estimate and Apportionment in several counties, to state the needs of and to urge adequate appropriations for the public charitable institutions of those localities.

3. It has secured the abolition of the system of caring for the poor in Montgomery County by contract awarded to the lowest bidder, and the initial steps in the erection of a proper county poorhouse have been taken.

4. It has examined carefully all proposed legislation relating to charities, taking an active part by correspondence or by appearance before legislative committees in furthering desirable measures, and opposing a number that were exceedingly detrimental to public interests and to the welfare of the poor.

5. It has found permanent free homes in carefully selected families for 58 destitute children, nearly all of whom were public charges, and has exercised a careful supervision over these children as well as those placed-out during the preceding year.

6. It has maintained an oversight over some 70 dependent children boarding in families in Queens and Nassau counties, and has removed several children found in improper homes, to carefully selected families approved by the Association.

7. It made a careful study of the numbers of children committed to institutions as public charges in the City of New York, and of the retention of such children, with special reference to the operation of the Rules established by the State Board of Charities, and submitted a carefully prepared statement, with recommendations, to a Special Committee appointed by the State Board of Charities to investigate the subject.

8. In response to a request from the Comptroller of New York City for suggestions, it made a careful study of the matter of public appropriations to private charities in this city, and submitted a full report, including ten recommendations, with arguments therefor, intended to gradually correct the evils that have grown up under the absence of system hitherto prevailing.

9. It has in many other ways labored for a wiser and more humane management of public charities.

These results have been secured through the interest and co-operation of nearly one thousand volunteer workers residing in all parts of the State, and through such paid service as has been necessary to give unity, and continuity to the work.

In addition to the above, and supported by separate funds, are the following branches:

1. Committee on Providing Situations in the Country for Destitute Mothers with Infants, which secured 354 situations for homeless mothers with their babies during the year.

2. Newburgh Agency for Dependent Children, maintained by our Committee in the City of Newburgh, which visited and maintained an effective oversight over 81 destitute children from that city placed in families; placed 7 children in carefully selected free permanent homes, investigated applications for the admission of 23 children to the Children's Home, and began an investigation of the circumstances of the children, about 100 in number, placed-out from the County Home for Destitute Children at Middletown.

3. Joint Committee (A. I. C. P. and S. C. A. A.) on Motherless Infants, which, in co-operation with the Department of Charities, placed 44 infants from the Infants' Hospital on Randall's Island in carefully selected boarding homes in the country. Of the 60 infants under the care of the Committee during the year 12 have already been placed in excellent permanent free homes for adoption.

In all, 643 destitute children, placed in families or with their mothers in situations, were under the oversight of the various branches and committees of the Association on October 1, 1899. If these children were collected in one institution, the expenditure for site and buildings would be at least \$300,000, and the annual expenditure for maintenance about \$60,000. Under the present plan there has been no expense for land and buildings, and only a few thousand dollars for placing-out and subsequent supervision. The superior advantages for the children, are not less marked, and are far more important than the economy of the plan.

**ABOLITION OF THE CONTRACT SYSTEM IN MONTGOMERY COUNTY.**

One of the most important results of our work during the past year was the abolition of the system of caring for the poor in Montgomery County by contract, awarded to the lowest bidder. An account of this interesting and successful effort for the reform of a serious evil in local public relief of the poor is therefore given at the opening of our report.

In 1823 an exhaustive inquiry as to the public relief of the poor in the State of New York was made by the Secretary of State, Hon. J. V. N. Yates. This report stated that the poor were cared for in one of four ways: by outdoor relief, by collecting the poor in almshouses, by farming them all out together to a private contractor, usually to the lowest bidder, or by farming them out individually to private families, usually putting them up at auction and awarding their care to the lowest bidders. The report dwelt upon the evils of the last two systems, pointing out that the gravest hardships had been caused by farming out the poor to the lowest bidders, whether they were placed in a number of families or all given over into the care of one contractor. There was no almshouse at the time in Montgomery County. Acting upon the recommendations of this report a law was enacted in 1824 authorizing each county to build a county poorhouse, and under this law Montgomery County, with many others, built such an institution.

The administration of the Montgomery County Poorhouse was, in later years, attended by serious abuses, particularly in the wasteful expenditure of public moneys. As a result of this the county sold its poorhouse and returned to the former plan of contracting for the care of the poor with the lowest bidder, although this had been thoroughly tested and proven to be the worst possible method. Subsequently the contract system, in view of the abuses to which it gave rise, was explicitly forbidden by law, but from this law Montgomery County was exempted. The county poorhouse was sold to a private individual about 1865, who thenceforth cared for the town and county poor, receiving therefor the sum of two dollars per week *per capita*. The most serious evils which had attended the contract system in earlier years did not for

some time appear, the contract remaining in the hands of one individual. But the same old building which had formerly been the county poorhouse was occupied, and gradually became more dilapidated and unsuitable. The contract system proved to be an effectual barrier to any improvements. In 1897, either because of a change in the political complexion of the Board of Supervisors, or because of especial political activity on the part of the contractor, whose party lost control of the Board of Supervisors that year, the contract was awarded to a different party. On January 13, 1898, as stated in our last annual report, the poor of Montgomery County were removed from the unsuitable old building at Fultonville to a still more improper place—an abandoned summer hotel at Randall. The wretched accommodations afforded by this building were fully described in our last report. Our local Visiting Committee, which since 1892 had reported in favor of the erection by the county of a proper almshouse, became more and more pronounced in condemnation of the contract system, and besought the assistance of the Central Association in securing its abolition.

The Secretary and the Assistant Secretary of the Association were busily engaged with other lines of work which made their absence from the city impossible, and a Special Agent, Mr. Walter S. Ufford, recently Secretary of the Local Committee of the National Conference of Charities and Correction, was engaged to visit Montgomery County in behalf of the Association, and to co-operate with the local committee in securing the abolition of the contract plan. Mr. Ufford began work on December 12th, and with the Chairman and the Secretary of the local committee, the general plan of campaign was outlined. A detailed inspection of the Almshouse was made on the 13th and 14th. On the afternoon of the 14th the Special Agent called upon the Board of Supervisors, then in session, and was promised an opportunity to speak to the Board on the following day. In this address the shortcomings of the existing system were stated, and the experience of other counties was set forth. The Board was urged to unite without regard to political considerations in building and equipping a proper county almshouse. The address was fully reported in the leading papers of

the county. It became evident that the best method of procedure would be to secure the repeal of the special law exempting Montgomery County from the law prohibiting the contract system. Petitions were prepared for circulation throughout the county, urging the Senator and Assemblyman representing that county to introduce a bill to this effect. A petition was also addressed to the Board of Supervisors, urging them to proceed under the general law to erect a county poorhouse. The first signature to the petitions was that of one of the present firm of contractors. There was practical unanimity on all sides that a continuance of the contract system was beneath the dignity of the county, and was sure to result in continued suffering on the part of the poor. Hon. Hobart Krum and Hon. Richard Murphy, representing Montgomery County in the Senate and Assembly respectively, were consulted, and both publicly announced themselves as favoring the proposed change. On Monday, December 19th, Mr. Ufford addressed a meeting of our Montgomery County Committee and other citizens, held at the rooms of the Board of Trade, at which the matter was fully considered and arrangements were made for proper distribution of the petitions. This meeting was also fully reported in the local press, and large numbers of leading citizens signed the petitions within the following two days. On Wednesday, December 21st, Mr. Ufford appeared before the Board of Supervisors to urge the adoption of a resolution for the appointment of a committee to superintend the erection of a county almshouse. His arguments, as the representative of this Association, were strongly supported by a telegram from the State Board of Charities, urging the erection of a county almshouse. The movement from the first received the hearty co-operation and strong support of the State Board of Charities. The resolution was not adopted by the Board on the ground of the lateness of the session. In the meanwhile, large numbers of signatures to the petitions were secured from all parts of the county.

The Special Agent left Montgomery County Saturday, December 24th, but returned January 9th to assist in continuing the work. As a first step, the full official report of the inspection of the almshouse building was given to the press, only an outline having previously been made public, and the county

became thoroughly aroused upon the subject. At the annual meeting of the Board of Trade of the City of Amsterdam a considerable portion of the President's address was devoted to almshouse matters, and resolutions were unanimously adopted authorizing the President to appoint a Special Committee to secure the repeal of the law permitting the contract system.

On Saturday, January 14th, the lease of the summer hotel used for almshouse purposes expired, and, notwithstanding the inclemency of the weather, the poor were again removed, this time to a farm house in the Town of Mohawk, three miles from Fonda. The transfer was observed by the Special Agent of the Association, and its many details of hardships and sufferings were in themselves unanswerable proof of the inhumanity of the contract system. A few days later the new almshouse was visited, and, like its predecessor, was found to be wholly unsuitable for such use. It was a large farm house. The quarters for the women were fairly satisfactory, but the men's quarters were entirely inadequate. The proper separation of the sexes was impossible. On the whole, the building was slightly less objectionable than the abandoned summer hotel, but far, very far, from being a proper home for the poor. On January 21st the Special Agent took to Albany the bill adopted by the Amsterdam Board of Trade, and petitions signed by over three hundred leading citizens of Montgomery County, asking their representatives in the Legislature to pass the bill. There was no opposition whatever to the measure, and promptly upon its introduction it was passed by both Houses and approved by the Governor, becoming Chapter 100, Laws of 1899. The last vestige of the system of caring for the poor by contract, awarded to the lowest bidder, was thus removed, let us hope, never to be restored in the Empire State. There remains one county in which the poor are farmed out individually to families, but not, we believe, to the lowest bidders.

The Board of Supervisors have purchased a farm of 200 acres on which to erect a county poorhouse. An existing building will be remodeled, and, with some additions and two new cottages that are to be erected, and for which contracts have been let, will afford a proper and creditable home for the poor of Montgomery County. The new site and plans for buildings

have been approved by the State Board of Charities. The buildings are expected to be ready to receive the county poor upon the expiration of the present contract, in January, 1900.

## DEPENDENT CHILDREN.

### GENERAL CONDITIONS IN THE STATE.

Owing to the delay in the publication by the State printer of the report of the State Board of Charities, with statistical tables, for the year ending September 30, 1898, we are unable to trace the developments of the care of destitute and neglected children in the State, as a whole, under the influence of the new provisions in the Revised Constitution, since the date to which the matter was brought in our last report, September 30, 1897. So far as we are aware, there have been no marked changes in the administration of this, the most important branch of public charity, during the past year. Our preceding reports have dwelt upon the steady increase from 1875 to 1894 in the number of children supported by the public in private institutions throughout the State, and have noted a decrease from the adoption of the Revised Constitution, which took effect January 1, 1895, to 1897, followed by an increase of 737 in 1897.

### DESTITUTE CHILDREN IN NEW YORK CITY, BOROUGHES OF MANHATTAN AND THE BRONX.

Our last annual report spoke at some length of the numbers of children supported by New York City in private institutions during the years 1890 to 1897, stating that there had been a steady increase until 1894, then a decrease until 1897, but that during the latter part of 1897 and the early months of 1898 there was a slight increase, indicating that the restraining forces growing out of the Revised Constitution had lost something of their force. In view of these statements made by our President at our annual meeting and repeated in our report to the State Board of Charities, a special committee, of which the late Hon. John Vinton Dahlgren was Chairman, was appointed in January by that body to inquire whether the increase during 1898 was an abnormal one, and to recommend such changes in

the Rules of the State Board of Charities, if any, as might seem desirable in view of the facts ascertained by the Committee. The Committee invited representatives of the various institutions receiving destitute children, the President of the Board of City Magistrates, the Charity Organization Society, the Society for the Prevention of Cruelty to Children, and the State Charities Aid Association, to appear before the Committee, and to submit any facts bearing upon the matter under consideration or any suggestions with regard to amendments to the Rules of the State Board of Charities.

The Secretary of the Association made a verbal statement to the Committee in February. Subsequently, the President of the Society for the Prevention of Cruelty to Children, Mr. Elbridge T. Gerry, submitted an extended statement in support of his contention that the increase in the number of dependent children during 1898 was due to the fact that since July 1, 1897, the Charities Department had committed children to institutions, a power which theretofore had been exercised only by the magistrates. Mr. Gerry recommended that the Rules be amended so as to limit the power of commitment to magistrates.

A detailed report upon the whole subject was, thereupon, prepared in behalf of the Association by the Vice-President, the Chairman of the Committee on Children, and the Secretary, and was submitted to the Special Committee of the State Board of Charities, April 25, 1899. Subsequently, by direction of the Board of Managers, it was published as No. 72 of the publications of the Association, under the title "The Care of Destitute Children in New York City." The conclusions reached by the representatives of the Association were thus stated in the opening paragraphs:

"We expect to show conclusively that the system of commitment by magistrates and surrender by parents, prevailing prior to the establishment by your Honorable Board of Rules under the Revised Constitution, was not diminishing but was steadily increasing the number of children in institutions and the expense of their maintenance by the city; and that the Rules adopted by your Honorable Board did materially diminish the number of children in institutions and the cost of their support by the city during the years 1895, 1896 and 1897; and that while

there was an increase during 1898, particularly during the first half of the year, the tendency has already been corrected; and that with certain comparatively unimportant amendments, designed to facilitate a better enforcement thereof, the Rules already established by your Board are calculated to secure the desired results."

Our recommendations with regard to the Rules were stated in the closing paragraphs as follows:

"When the matter of rules was first under consideration, it was our conviction that the authority to accept or reject persons as public charges should be retained in the hands of your own Board, and should be exercised through your own direct representatives. That view was not taken by your Honorable Board. It seemed to you a better plan to place the responsibility upon local officials. That plan having been decided upon, we believe it should be given a fair trial for a period of years, and in view of the excellent results secured during 1895, 1896, 1897 and at the present time there is good reason for thinking that it will prove effective and will accomplish the results looked for by your Honorable Board when you decided to adopt this plan. *We believe, therefore, that the essential features of your rules should not now, nor in the near future, be modified.*

"As to details, we believe that but few changes should be made. The institutions and the public officials of the State, have, in some cases at considerable inconvenience and expense, adjusted their operations to the present rules. Further readjustment should not be required, except for the best of reasons, and so far as we can ascertain there are no facts warranting any radical changes. Only such changes should be made, in our opinion, as experience has shown to be necessary for the better enforcement of the essential features of the rules as they now stand. To this end, we make but three suggestions, as follows:

"1. Section 1 of Rule II. provides that destitute persons shall not become charges upon the public unless accepted as such by the local officers charged with the relief of the poor, and that such acceptances shall become void unless renewed yearly within ten days of the first of October. It was evidently your intention that these yearly renewals of acceptances should be based upon a yearly investigation of the circumstances of the persons so accepted. Inasmuch as many persons have been accepted and reaccepted without any reinvestigation, we would suggest that this Rule be amended so as to require that all such acceptances shall be based upon an investigation, made within the

year preceding the date of such acceptance, into the circumstances of the person sought to be continued as a public charge, or of his parents and relatives, if such person be a minor, the results of all such investigations to be reduced to writing on a form to be prescribed by your Honorable Board and to be kept on record.

"2. There seems to be no good reason for requiring all renewals to be made at any particular time of the year. It would be better in our opinion to have them made in each case, at intervals of one year from the date of the original acceptance. This has the advantage of distributing the work through the year. We would suggest the omission of the words 'within ten days of the first of October,' at the end of Subdivision I. of Rule II.

"3. We unite with Mr. Gerry in suggesting that each institution be required to keep a book in which shall be entered the name and address of each parent, relative, or other person visiting an inmate who is in whole or in part a charge upon the public, and that such entry be made upon the occasion of each visit. In this city, with a constantly shifting population, this is perhaps the only way in which it is possible to keep informed as to the whereabouts and circumstances of the parents of children who have been committed to institutions.

"These are our only suggestions with regard to the Rules."

It is impracticable to reproduce in this report the document in full which included some thirty printed pages, but those interested in tracing the operations of the Rules adopted by the State Board of Charities under the Revised Constitution, in the Boroughs of Manhattan and the Bronx, from the time of their adoption to April, 1899, will find the matter fully stated in our publication No. 72, copies of which will be sent upon application.

The position taken by the Association, that it was better that destitute children should be sent to institutions by the Charities Department rather than by magistrates, and that this plan was not likely to increase the total number of destitute children committed, is fully sustained by the developments of the six months that have passed since the date of our report upon the subject. From statistics furnished by the Department of Public Charities, showing the total number of children over two years of age received in the various institutions upon commitment by the Department of Public Charities and by magis-

trates respectively, it appears that the numbers admitted from these sources since January 1, 1898, have been as follows:

	Charities Department.		Magistrates.		Total.	
	1898.	1899.	1898.	1899.	1898.	1899.
1st Quarter.....	503	301	397	521	900	822
2d    "       .....	658	317	585	548	1,243	865
3d    "       .....	638	272	458	553	1,096	825
4th   "       .....	402	...	431	...	833	...

These figures show that if the Charities Department during the early portion of 1898 did commit children too readily, it had succeeded before the close of the year in so improving its methods, reaching a better standard of administration and forming a wiser judgment as to what constitutes a just claim to public support, as to materially reduce the number of commitments. This record has held good through the first three quarters of 1899, the number of commitments by the Charities Department being only 890, the total commitments by the Charities Department and the magistrates being 727 less during the first three-quarters of 1899 than the first three quarters of 1898. The co-operation between the Charity Organization Society and the Department of Public Charities undoubtedly contributed largely to this result.

The report of the Special Committee of the State Board of Charities was made public on October 16th. The conclusions of the Committee were stated as follows:

“The causes of the abnormal increase of the population during 1898 in children’s institutions appear to be as follows:

1. The inexperience of the Department of Charities in committing destitute children.
2. The failure on the part of the Commissioner of Charities to comply with the latter part of Rule II., Section 1, of the Rules of the State Board of Charities governing the reception and retention of inmates in charitable institutions.
3. Ignorance on the part of the managers of some of the institutions regarding their powers of placing-out children.”

The recommendations of the Committee were:

1. "That Rule II., Section 1, of the Board be so changed as to require a re-investigation to be made within one year from the period that the child was placed in the institution." This would distribute the yearly re-examinations through the year instead of grouping them, as the present Rule contemplates, within ten days of the first of October.

2. "That these re-investigations, showing the circumstances of the person continued or rejected as a public charge or of his parent and relatives, be reduced to writing, on a form prescribed by the State Board and forwarded to the Board at Albany by the Department of Charities, to be kept as a record."

3. "That a book be kept by the institution, and that the name and address of parents, relatives, or other persons visiting the inmates be written therein at each visit."

4. "That the Inspectors of the Board detailed to inspect these institutions should examine some of the children, selecting them at random."

The recommendations of the Committee have not, at the date of this report, been acted upon by the State Board of Charities. While the recommendations of the Committee are, in our opinion, wholly in line with sound public policy, it seems to us that rather too much was expected of the Charities Department at first. At any rate, the great improvement in the work of the Department is evident, and so impressed the Committee that the proposition to remove the work from the Department to other hands, was not adopted by the Committee.

The co-operation between the Charity Organization Society and the Department of Public Charities, in our opinion one of the most hopeful and important developments in child-saving work in this city in recent years, has been continued with excellent results. Under this plan, all applications for the commitment of children by reason of destitution are considered by a representative of the Charity Organization Society, and in any case in which the character and circumstances of the parents, or surviving parent, are such as to indicate that it is desirable that they should be enabled to keep their children

with them, such material aid and friendly counsel and assistance as may be needed are given. This co-operation under the direction of the C. O. S. Committee on Dependent Children has probably been more effective than any other one factor in diminishing the number of children who become public charges.

Considerable progress has been made in the placing-out of children from institutions in carefully selected families. The Catholic Home Bureau, and the placing-out work of the Children's Aid Society, and of this Association, described more fully a little later, should, if adequately strengthened, result in materially decreasing the number of children remaining in institutions who are eligible for placing-out in free family homes.

Important as are the matters of preventing the unnecessary or improper commitment of children to institutions and securing the prompt placing-out in carefully selected families of children whose circumstances are such as to make this possible, there are other features of the situation of no less importance. The care given to the children remaining in the institutions, the sanitary conditions, the food and clothing provided, the medical treatment, the character of the officers and employees, the nature of the education, the extent to which the children are employed in instructive rather than in simply revenue-producing industries, the moral training of the children,—all these are matters of the highest importance to the welfare of the more than 15,000 children supported by the city in private institutions in the Boroughs of Manhattan and the Bronx. With regard to these matters, this Association is not able to speak authoritatively, since it is not part of its duty to inspect these institutions. It is a pleasure to state that whenever, for any special reason, representatives of the Association have desired to visit any of the institutions, they have been cordially welcomed and given every facility for their inquiries. These have not been, however, either so general or so exhaustive as to enable us to speak in detail or with authority on any of the subjects above mentioned. The State Board of Charities is the only power, official or voluntary, in the State, which is endowed with the necessary authority, and is charged with the duty, of fully examining the institutions in all these particulars.

The recent burning of St. Agnes' Convent at Sparkill, Rock-

land County, N. Y., gives rise to several suggestions. This was an institution sheltering several hundred children, all or nearly all received from the public authorities of New York City, and supported by a per capita allowance from the city treasury. Funds for the erection of the buildings had been derived, in part at least, from the excess of the per capita allowances made by the city over the actual cost of maintenance. Yet, as the institution was located beyond the city limits, it was not subject at the time of its erection, or subsequently, to the regulations or the inspection of the Buildings, Fire, or Health Departments of the City Government. The buildings were of wood, some of them four stories high. Such construction would be wholly impossible under the building laws of New York City, and in addition, rigid regulations would be enforced as to fire-escapes and other means of exit and of protection. We call attention to this as indicating the need of a thorough expert examination of other institutions of similar character located beyond the city limits, and of requiring compliance with the same regulations as would obtain in the city. Only the heroism of the Sisters in charge of the institution, and of others, prevented a large loss of life, though at the cost of serious injuries to several of their number.

#### BOROUGH OF KINGS.

It is to be regretted that the operations of the new Charter of New York City and the Rules of the State Board of Charities have not been as productive of satisfactory results in Brooklyn as in the Borough of Manhattan. On the contrary, there has been a marked increase in the number of children supported by the public in private institutions in Brooklyn during the past two years. The following table shows the number of children thus supported on August 1, 1896, 1897, 1898, and October 1, 1899:

	Children supported by City.		
	Committed by Magistrates.	Committed by Charities Department.	Total.
Aug. 1, 1896.....	1,767	1,820	3,587
" " 1897.....	1,487	2,057	3,544
" " 1898.....	1,164	2,632	3,796
Oct. " 1899.....	1,196	3,194	4,390

The fact that there is a decrease in the number of children supported under magistrates' commitments, and a large increase in the number supported under commitments by the Charities Department, might simply mean that the cases of destitution more generally applied to the Charities Department than before, and that the decrease in the number supported under magistrates' commitments indicated simply that the magistrates were committing for neglect and ill-treatment alone, and not for destitution as formerly, rather than that they were committing with greater care. While this is possible, it is not likely that the transfer of destitution cases from magistrates' courts to the Charities Department is sufficient to explain the very great increase in the number supported under commitments from that Department from 1,820 in 1896 to 3,194 in 1899. In face of the fact that industrial conditions have been steadily improving during the past two years, this very large increase in the number of children becoming public charges through the action of the Department of Public Charities of Brooklyn can only be explained, so far as we are aware, by less rigorous tests or less careful examination into the circumstances of children for whose commitment, as destitute, application is made. From August 1, 1897, to October 1, 1899, the number of children supported at public expense in the Borough of Brooklyn increased from 3,544 to 4,390—an increase of 846, or 23 per cent. According to the estimates made by the Health Department it is not likely that the population of the city has increased during that period more than 6 per cent. This abnormal increase of juvenile dependency in Brooklyn, whose record in this regard has heretofore been better than that of Manhattan, is greatly to be regretted. Some such co-operation between the public and private charities of Brooklyn, as now exists in Manhattan, would undoubtedly be beneficial.

#### BOROUGH OF QUEENS.

In the Borough of Queens, prior to consolidation, destitute children who were public charges were either boarded in private families selected by the Overseers and Superintendents of the Poor, or were placed in the Mineola Temporary Home for

Destitute Children. The children boarded in families were not under any oversight except that of the county and town officials. After consolidation, the Commissioner of Charities for the Boroughs of Brooklyn and Queens continued the boarding-out system for such of the children as were already in families, but children becoming public charges subsequently were placed in institutions, one reason for this course being that the funds for the support of children in institutions are paid directly from the City Treasury, while the board of those placed in families can be met only from the appropriation for supplies to the Department of Public Charities. For the purpose of ascertaining the character of the homes in which the children were boarding, and of co-operating with the Commissioner in securing their best welfare, the Association began, in March, 1898, to visit them. At the date of our last report the number was 27. Since that time 2 children have been added to the list.

These 29 children may be accounted for as follows:

Boarding in families.....	22
In free homes.....	4
Placed in Kings County Hospital.....	1
Returned to relatives.....	2
	<hr/> 29

Most of the children were in suitable homes, and others, found in undesirable homes, were removed, upon our recommendation, to homes secured and approved by us.

Under this system free homes are found for the children much more easily and quickly than when the children are placed in institutions, and it is to be regretted that the number of children from this Borough supported in institutions is steadily increasing, and is now 180.

#### BOROUGH OF RICHMOND.

As stated in our last report, the Commissioner of Charities for the Borough of Richmond, while stating that he would continue the boarding-out system formerly in use, sent all children becoming public charges after January 1, 1898, to institutions, and as there were no Protestant institutions for children over two years of age in the Borough of Richmond, children over this

age becoming dependent were sent to institutions located in the Borough of Manhattan. We believe that it is most unfortunate to send children from the out-of-door life and rural surroundings of the Borough of Richmond to institutions located in the most thickly settled portion of Manhattan Island, which, however well managed, of necessity cannot afford the facilities for exercise and out-of-door life, to which the children have been accustomed. The Commissioner also declined to continue to pay for such of the boarded-out children as had been committed by magistrates to the Richmond County Society for the Prevention of Cruelty to Children, and placed by it in families in co-operation with the superintendents of the poor. These children had been paid for by the County for many years, and no distinction had been made as between children placed in families by the superintendents of the poor, and children committed by magistrates to the Society for the Prevention of Cruelty to Children, and placed in families under its oversight. The Commissioner based his refusal upon the fact that the law under which such societies are incorporated provided that they may receive children upon commitment, at their own expense. This provision was undoubtedly intended to cover only the temporary care of children pending their more permanent care in families or institutions. There seemed to be no good reason in the nature of the case, why children placed at board in families through this society in the Borough of Richmond should not be paid for by the public as readily as children placed in institutions by similar societies in other Boroughs of the city. A suit was brought to enforce the payment of bills for the board of these children, but it was held by the Court that, in view of the provisions of the law above referred to, payment by the City could not be enforced.

Meanwhile, the children who were boarding in families are, as rapidly as possible, being placed in free homes, the number of children having been reduced nearly one-third by this method during the past year.

The practical abandonment of the boarding-out system in the Borough of Richmond is absolutely without justification, is contrary to every sound principle of public policy, is exceedingly detrimental to the welfare of the children themselves, and is

certain to result, in fact has already resulted, in very largely and unnecessarily increasing the public burden.

## THE ASSOCIATION'S WORK FOR DESTITUTE CHILDREN.

### PLACING CHILDREN IN FAMILIES.

In our last report an account was given of an extension of the work of the Association in finding homes in families for destitute children. Such work had been carried on by several county branches of the Association for some years. In June, 1898, the unification and extension of these efforts, by the establishment of a placing-out agency at the central office was begun. The organization of the Association, with several hundreds of members of local County Committees scattered throughout the State, is especially favorable for this work. These members can give invaluable assistance in the investigation of homes, and the supervision of placed-out children. Even more important is the incentive given to the development of local placing-out agencies under the direct management of our County Committees, but co-operating with the central office, and with one another through the central office. It is our hope that there may ultimately be organized at various points in the State, local work similar to that carried on so successfully by our Richmond, Allegany, and Newburgh committees.

A statistical account of our placing-out work at the central office from the beginning in June, 1898, to the end of the year, September 30, 1899, follows:

During these 16 months we have received letters of inquiry from 385 persons in regard to receiving children in their homes. Of this number, 228, somewhat less than two-thirds, have filled out our formal application blank. Only those who fill out this blank are now recorded as applicants for children. Of the 228 applications received from June 20, 1898, to September 30, 1899, 89 were investigated and approved, 98 were investigated and disapproved, 25 were withdrawn because the families decided not to take children or secured them elsewhere, 7 were transferred to other societies because they came from homes in other

there was an increase during 1898, particularly during the first half of the year, the tendency has already been corrected; and that with certain comparatively unimportant amendments, designed to facilitate a better enforcement thereof, the Rules already established by your Board are calculated to secure the desired results."

Our recommendations with regard to the Rules were stated in the closing paragraphs as follows:

"When the matter of rules was first under consideration, it was our conviction that the authority to accept or reject persons as public charges should be retained in the hands of your own Board, and should be exercised through your own direct representatives. That view was not taken by your Honorable Board. It seemed to you a better plan to place the responsibility upon local officials. That plan having been decided upon, we believe it should be given a fair trial for a period of years, and in view of the excellent results secured during 1895, 1896, 1897 and at the present time there is good reason for thinking that it will prove effective and will accomplish the results looked for by your Honorable Board when you decided to adopt this plan. *We believe, therefore, that the essential features of your rules should not now, nor in the near future, be modified.*

"As to details, we believe that but few changes should be made. The institutions and the public officials of the State, have, in some cases at considerable inconvenience and expense, adjusted their operations to the present rules. Further readjustment should not be required, except for the best of reasons, and so far as we can ascertain there are no facts warranting any radical changes. Only such changes should be made, in our opinion, as experience has shown to be necessary for the better enforcement of the essential features of the rules as they now stand. To this end, we make but three suggestions, as follows:

"1. Section 1 of Rule II. provides that destitute persons shall not become charges upon the public unless accepted as such by the local officers charged with the relief of the poor, and that such acceptances shall become void unless renewed yearly within ten days of the first of October. It was evidently your intention that these yearly renewals of acceptances should be based upon a yearly investigation of the circumstances of the persons so accepted. Inasmuch as many persons have been accepted and reaccepted without any reinvestigation, we would suggest that this Rule be amended so as to require that all such acceptances shall be based upon an investigation, made within the

year preceding the date of such acceptance, into the circumstances of the person sought to be continued as a public charge, or of his parents and relatives, if such person be a minor, the results of all such investigations to be reduced to writing on a form to be prescribed by your Honorable Board and to be kept on record.

"2. There seems to be no good reason for requiring all renewals to be made at any particular time of the year. It would be better in our opinion to have them made in each case, at intervals of one year from the date of the original acceptance. This has the advantage of distributing the work through the year. We would suggest the omission of the words 'within ten days of the first of October,' at the end of Subdivision I. of Rule II.

"3. We unite with Mr. Gerry in suggesting that each institution be required to keep a book in which shall be entered the name and address of each parent, relative, or other person visiting an inmate who is in whole or in part a charge upon the public, and that such entry be made upon the occasion of each visit. In this city, with a constantly shifting population, this is perhaps the only way in which it is possible to keep informed as to the whereabouts and circumstances of the parents of children who have been committed to institutions.

"These are our only suggestions with regard to the Rules."

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The position taken by the Association, that it was better that destitute children should be sent to institutions by the Charities Department rather than by magistrates, and that this plan was not likely to increase the total number of destitute children committed, is fully sustained by the developments of the six months that have passed since the date of our report upon the subject. From statistics furnished by the Department of Public Charities, showing the total number of children over two years of age received in the various institutions upon commitment by the Department of Public Charities and by magis-

personally known to us, or who on account of their position are likely to be reliable sources of information,—members of our County Committees or persons suggested by them, the officers of the local branch of the Women's Christian Temperance Union, the postmaster or the town supervisor. If the replies received are unfavorable, the application is disapproved. If favorable, the home is visited by an agent of the Association, who not only calls upon the family, but sees the persons to whom reference blanks have been sent, and any other persons whose testimony regarding the home may be considered desirable.

Before a home is considered ready for use, the correspondence, application and reference blanks and agents' report of visit are submitted to the chief executive officer of the association for his approval or disapproval.

The homes which are approved are generally simple, comfortable homes of fairly well-to-do people living in the country or in small towns. The head of the family is usually a farmer, a mechanic, or a storekeeper. Our children are taken because there are no children in the home, or because the children are all girls and a boy is wanted, or all boys and a girl is desired. In the latter case, we are of course careful not to place our older girls in families where there are boys of about the same age or older or where hired men are employed. We place children only in homes in which they are to be treated in every way as members of the family, properly clothed, sent to school, to church and Sunday school, taught to be useful, but not made drudges, and trained to be self-supporting, self-respecting men and women.

We maintain a careful supervision over the children after they have been placed in families. We correspond with the foster parents and with the children if of an age to write. We receive monthly reports from the teachers regarding the children of school age. These reports are made on cards furnished by us, and give the number of days' attendance, the child's standing in the different studies, and general comments of the teacher on the child's appearance and progress are added.

This regular testimony from a presumably disinterested and intelligent authority we consider of the greatest value. The

hearty co-operation of the teachers, and their promptness and regularity in meeting our requests have been very gratifying to us. The reports show that the children are attending as regularly, and are doing as well in their studies as average children. A few examples of children's school records may be given. A girl of 8 attended 99 out of a possible 100 days; a girl of 14 attended 167 days while school kept 196; a boy of 12 attended 111 days out of 116, and a girl of 12, 105 out of 115 days; a girl of 10 attended 118 out of 145 days, and a boy of 11 attended 97 out of 109 days. Many of the older children attend school for a much longer time than the compulsory education law requires.

Perhaps the most important feature of our supervision is the frequent visits made to the children by our agents. 75 visits have been made during the past year. Every child who has been in a home more than six months has been visited, many of the children have been visited more than once, some several times. We can say with confidence, that the children are happy in their homes. Frequently they hide away from our visitor, terrified lest she should have come to remove them. Our 12\* babies are thriving beyond our expectations; all but two of them were foundlings, who spent the first months of their lives in a most precarious state, and gave little promise of the fat, healthy babies they have all become. The devotion of the foster parents to these children, and their gratitude to the Association for bringing such happiness into their childless homes, is very touching.

We give an account of a few individual children as the best possible explanation of our work. We have tried to make a selection which would be representative, not of our best work but of all our work. We have selected the first and the last child placed-out, the oldest and the youngest girl and boy, the first Roman Catholic child, the first Jewish child, etc.

Our 16 months of work begin and end with a baby. The first and the last child placed in homes, are baby girls from the Infants' Hospital on Randall's Island. The 7 months old baby who went to a home in August, 1898, was a foundling. She

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\* This does not include 5 babies adopted by families with whom they had been placed at board by the Joint Committee of the Association for Improving the Condition of the Poor and the State Charities Aid Association.

became the adopted daughter of a well-to-do young couple in the central part of the State, who have a most comfortable home and excellent prospects for the future. Both parents are devoted to the child, and write us enthusiastic and grateful letters. The last child placed-out, a little girl nearly 2 years old, had been first at the Infants' Hospital, Randall's Island, and later in a boarding home under the care of the Joint Committee, whose work is described in another part of our report. She was placed with a family in the country, who had lost their only child, and took this little one in her place. Although she has been with them only a short time, they write that nothing could make them give her up. They are people living in very comfortable circumstances, and will give the child many advantages.

From these babies we turn to our oldest girl, who was 16 years of age when she was sent to a home. She is a Scotch girl, and was placed with a very worthy Scotch couple living in the country. Their children had grown up, married, and left home, and these people were left alone in their roomy house, with no young life to brighten their home for them. They were very anxious for a young girl, a child of 10 or even younger, but as they lived too far away from a school to make it possible for them to send a child regularly, it seemed best to send them an older girl. As many institution girls are fully four years younger in experience and development than other girls, we succeeded in finding for them, a child both young and old enough for all our purposes. The girl is apparently perfectly happy in her new home. She takes readily to the immaculate housekeeping, and to the orderly ways of the household; and finds a continual source of delight in the animals on the farm, and the festivities of country life. As she expresses it in a recent letter, "We do have such lovely times."

Our oldest boy also was placed out at the age of 16, and, like this girl, was fully four years younger than his age. He had been for many years in a boarding home selected by an overseer of the poor, in which there were no men, and had been sent regularly to school, but had not been trained to be useful. He was taken by a Long Island man, who combined the trades of carpentering, farming and fishing, to

none of which our boy seemed to take. He was undeniably stupid, although willing and faithful. He was neither happy nor satisfactory in his first home, and we decided to try him in another. We selected an easy going young farmer, of a kindly, patient disposition, who had applied for a child of 12. This man and his young wife have taken to our unattractive boy, and he seems to be doing so well by them, and they by him, that the connection will probably be a lasting one.

Our youngest boy, a foundling from Randall's Island, who had been boarded in a family in Westchester County by the Joint Committee, was placed out when he was 3 months old. He was taken by a young couple living in a small town in the central part of the State. The man of the family is a Scotchman, has an excellent position as mechanic in one of the largest manufacturing establishments in this State, and the home is a very pleasant one. The young couple found it lonely without children, especially the husband, who was one of a large family. This baby has filled the gap, and has delighted his foster-parents from the beginning. He has recently been christened in the church of his new parents, and will be legally adopted by them.

One little Jewish girl has been placed by us in a Jewish family. The child had lived all her ten years in different institutions in New York City. She was placed in a home in Brooklyn, and seems to have taken very readily to her new life. She goes to school and takes music lessons. Her foster-father has an excellent position in New York, which he has occupied for twenty years. The only child of the family is a grown daughter. In view of the probability of this young woman's early marriage, her foreseeing parents have taken the little girl, so that they may not be left without a daughter.

The first of our 6 Roman Catholic children was a 10-year-old girl, who had been since babyhood in one of the large Roman Catholic institutions in Brooklyn. She was taken by an intelligent Catholic family on Long Island, where there were three little boys and no girls. The woman was anxious to have a daughter for herself and a sister for her boys, and although this little girl has been a rather troublesome child, without much appreciation of truth or honesty, the family still clings to her, and we hope that she will stay with them always. She is very

happy in her home, attends school regularly, and is gradually improving.

A brother and sister, aged 10 and 4 years, may be taken as typical of the few children whom the Association has taken up before they became public charges, but who would in all probability have been committed to institutions had it not been for our work. The father of these children is dead. Their mother was found at Bellevue Hospital dying of consumption. Their stepfather was a brutal drunkard whose own child had been removed by the Society for the Prevention of Cruelty to Children, and who certainly was not fit to have the custody of his step-children. The mother felt that she could die in comfort if she could only know that her children would be taken from her husband and provided for in good homes, and she had the happiness of knowing this before she died. The children were first sent to a family where a little girl of 10 was desired. The lady was asked to board the little boy temporarily with the hope that she might become attached to him and keep them both. Unfortunately, the children quarrelled so badly that the family refused to keep either, so we removed the girl to an excellent home in Dutchess County and placed the boy in another part of the State. The children appear to get on very well apart. The little girl has given perfect satisfaction to the young married people who took her into their home, and the boy has proved entirely satisfactory in the childless home where he was received. This boy of 4 was taken by a man who applied for a child of 12. An excellent test of the real motive of a family applying for a child is to try to persuade them to take one much younger than they have asked for. If the offer is of a situation rather than a home a younger child is always refused, but if a child rather than a worker is desired the family can frequently be persuaded to change its views in the matter of age.

Much of our placing-out work is done for children who could not, for one reason or another, be sent out of the State. An example of what is meant by this is shown in the case of two little girls, aged 10 and 12, who had been for many years in an institution and apparently were likely to remain for many years more, simply because they had friends who came to see them, and were unwilling to be permanently separated from them.

The parents of the children were both dead, and these "friends" upon examination were found to be aged grand-parents, respectable people, struggling to support themselves, but utterly unable to do anything for their grand-children. These grand-parents were very much attached to the little girls, and when first asked to give their consent to having the children placed-out, they would not consider any such separation. It was only by appealing to their sense of duty toward the little girls, by describing the homes to which it was desired to take the children, by assuring the old people that they could visit and be visited by their grand-daughters, that their consent was secured. It was conditional, however, on the children being placed near the city. The family was a German family, and it was possible to offer a German home for one of the little girls. Two sisters who were widows and childless were very anxious for a little girl. They were prosperous dressmakers, and had a very attractive little home built and paid for by themselves in a pleasant little town up the Hudson. It was an ideal place for a child. The recreation of one sister consisted in the care of chickens, ducks, rabbits, cats and dogs; the other tended a flourishing garden behind the house. Opposite lived their brother, with his children, who were just the right age to play with our little girl. The arrangement has been a very happy one. The foster-mothers and the grand-parents of the child are on the best of terms, and exchange visits at holiday seasons. The other grand-daughter was placed in a good home on the other side of the Hudson, but as she proved to be in rather delicate health the family decided not to keep her. The excellent women who had charge of the younger sister, hearing of this, offered to take this child on a visit for the summer. They said they would consider keeping the child permanently if they liked her. Unhappily, the two sisters quarreled so furiously all summer that the peace loving widows were unwilling to make the arrangement permanent. At this juncture a married sister of the girls asked to have the older one come to live with her. As she and her husband seem to be nice young people, in comfortable circumstances, it was decided after looking up their references and making careful investigation, that the child should be allowed to go to these relatives.

Several of our children have had some physical or moral defect which seemed almost to disqualify them for placing-out, and in providing homes for such children we have sometimes felt it certain that they would be returned. Happily, however, almost all our experiments have turned out well. Among these may be mentioned a little girl who was received from the House of Refuge at Randall's Island, a reformatory case. The child had been committed by a Justice for stealing some trifles at the house of her employer. At the age of 12 she had been working for her living for some time doing the housework for a large family, with whom she had been placed by a selfish mother who wanted her earnings. The officials at the House of Refuge considered her a good child and not in need of reformatory treatment, so we took her. She was placed with some kind-hearted people in the central part of the State. The head of the family had a prosperous manufacturing business in which his grown sons were also engaged. The father, mother, and sons all wanted a daughter in the house, and this little girl seems to have met their highest expectations. She writes enthusiastic accounts of her happy life, of her school and Sunday school, of her beautiful new dresses, and her kind parents and brothers. She was visited by an agent of the Association in September, and when asked how she liked her home, she clasped her hands and cried, "It is just splendid!"

Another experiment was a crippled boy of 13. The Managers of the institution where he had lived for many years despaired of finding a home for him. Certainly, it was impossible to place him on a farm—and there were very few trades where a lame boy would be readily received. We chanced to have an application from the editor of one of the country newspapers in which we were inserting our advertisement for homes. The editor asked for a girl, but as we had no girls we offered him the crippled boy. He was interested in the case and consented to try the boy. The home has proved to be an excellent one for this child. He is taken as a member of the family, is petted by the good wife, is being well educated, and is learning the printer's trade. He may some day be the editor of a newspaper. He has learned to ride a bicycle notwithstanding his lameness, and is having all the advantages of the position of only child in a prosperous home.

Another venture was the placing-out of an undeniably homely little girl in a home where a child was wanted to take the place of a beautiful little girl who had died. The mother of the child was in an almshouse, and her father was an aged reprobate whose whereabouts were unknown. She was taken to the home of a particularly nice young couple. The man has an excellent position, and their home is a very cosy one. The little girl arrived on Christmas Eve, and her prospective foster-father worked all the evening before decorating a Christmas tree for her. We have called to see the child, and she has called with her foster-mother to see us. The change in her appearance is astonishing; her apparently hopeless ugliness has turned into something very like good looks. This little girl will have many advantages, and will be given a very happy, healthful outdoor life.

The results of our work have confirmed us in our conviction that long extended institutional life has a tendency to unfit children for normal family life, and that the welfare of children in institutions demands that they should be placed out as early as circumstances will permit. While over 90 per cent. of the children under 10 years of age are perfectly satisfactory in the homes in which they are first placed, fully 45 per cent. of the older children must, for one reason or another, be removed and tried in two or more homes before they are permanently provided for.

In the case of our older children it often happens that a child who is unsatisfactory in one home, is satisfactory in another. The homes may be equally desirable, and, so far as we can see, equally suitable, but some peculiarity of temperament on the part of child or family may make the child fit into one home, and not into the other. However carefully we may select our children and our homes for each other, we cannot foresee the success or failure of our combinations. The problem is made up of too many uncertain elements of character and circumstance. We do not, therefore, regard it as a cause of discouragement that many of our older children cannot remain in homes in which they are first placed, but rather as an indication of the necessity for a careful study of individual needs in placing-out work.

Our agreement with people taking our children leaves them free to return the children, and leaves us free to remove the children at any time, if for any reason the arrangement is unsatisfactory to us. If a child continues to be unhappy in a home, we are unwilling to make it stay permanently against its will, and if a family does not become attached to a child, we certainly do not wish to bind them to a connection that is irksome to them and that is likely to become equally so to the child. It is hard to find just the right home for a child over 10 years of age, who has lived many years in an institution, but it is very easy to find the right home for a young child. Indeed, it may almost be said that any young child can be placed in any good family with mutual satisfaction. The younger the child when placed in a family the more certainty there is that it will become in a very true and real sense "one of the family." The most satisfactory part of our children's work is the placing out of babies. No baby has failed to make its way to the hearts of those who took it into their home.

Our experience has thus led us to the conclusion that our limited time and means will go further and secure more valuable results if we confine ourselves to the placing-out of young children; and while we began by advertising for homes for children from infancy to 14 years, and still place-out some older children, we have reduced the age limit in our advertisements to 8 years, and the proportion of the younger children whom we place is constantly increasing.

Keeping before us the idea that our work is a State and not merely a city work, we have co-operated with institutions in counties outside of New York City as well as with those at hand. Our children, who have come to us from institutions in eight counties, have been placed in homes in thirty-one counties. Nine of our best homes have come to us from our Newburgh Agency, which had no children at the time, suitable for these particular homes.

We have been greatly assisted in our work by the friendly co-operation of Boards of Managers and Superintendents of the institutions from which we have taken children, and of the Commissioners of Charities and Superintendents of the Poor in the different cities and counties, on which these children were

charges. The institutions and officials with whom we have co-operated were frequently somewhat skeptical at the outset as to the value of our work, but their attitude has become increasingly friendly as our work has progressed, and their appreciation of its value, and their gratitude for our assistance, have been most encouraging and most gratifying to us.

While the welfare of the children is our chief object, we have also endeavored to have our work subserve the financial interests of the public, and have selected, so far as possible, children in institutions who were public rather than private charges. Of the 59 children under our supervision at the end of the fiscal year, all but 6 were being supported at public expense when they were placed-out, and of these 6, 2 were supported by private institutions, and 2 would in all probability have become public charges if we had not taken them. The average age of our children is 9 years, and assuming the average number of years which each child would probably have remained in an institution to be five years, we have saved the public about \$500 for each child, or nearly \$30,000 for those now under our supervision.

The extent of our work has been limited only by the time and means available for the purpose, and not by lack of opportunity for such work in this State. Not only have we not exhausted the field, we have not even begun to measure its extent or possibilities. A hurried canvass of a portion of the State, made by advertising for homes in the country newspapers, has brought us into connection with a large number of excellent families desirous of receiving friendless children. How many more such homes can be brought to light by more careful methods of search is yet to be ascertained. So far as we are able to reach conclusions after our first year's work, we may formulate them as follows: A sufficient number of good homes can easily be found for all girls under 10 years of age who are available for placing in homes,—this is especially true of babies. A number of good homes can, with the expenditure of some time and money, be found for girls over 10 years of age, but many of the families applying for older children offer situations rather than homes. It is probable, however, that good family homes can be found in this State for all girls whose circumstances are

such that they should be placed-out. In the case of boys the problem is more difficult. The number of applications in this State for boys of all ages, babies included, is about half the number received for girls. At the same time, the number of boys in most institutions is much greater than the number of girls. While a considerable number of good homes for boys can be found in this State, such provision must be largely supplemented by placing them in homes in the West, or other more agricultural parts of the country. The above conclusions apply particularly to Protestant children. Our limited experience would not justify us in drawing the same conclusions as to children of the Roman Catholic faith. We have been able to find a few homes for children of Roman Catholic parentage, but special effort in this direction might be much more fruitful.

We estimate roughly that one agent can place-out about 60 children in a year and that it will require the time of another agent to exercise supervision over the same number. The salary, traveling and other expenses of an agent amount to about \$1,500 a year. If we are to place-out a greater number of children we must have more agents. During the past six months we have been able to employ one agent exclusively for this work, under the direction, and with the help of, the existing office force. Practically all the time of another of our employees has been lately, and will be in the future, occupied by the children's work. We still need several additional agents if we are to realize the great possibilities for good which we see before us in this field.

#### BOARDING-OUT IN QUEENS AND NASSAU COUNTIES.

We have already alluded (pp. 16-17), to the visitation by representatives of the Association, of children boarded in families in the Borough of Queens. Similar supervision has been continued by us during the year over children boarded in families in Nassau County by the County authorities and by the town Overseers of the Poor. At the present time, some 6 children are being boarded in families by the County, 25 by the Town of Hempstead, 13 by the Town of North Hempstead, and none by the Town of Oyster Bay, these being the three towns included in the County. About one-third of the children reported as boarded-out are living with their parents or relatives, who being

in a state bordering on destitution, receive an allowance as board for the children which is, however, but a disguised form of public out-door relief. A number of the children are illegitimate and are boarded with their mothers. Of the children boarded with other than their own relatives, the majority were found in moderately satisfactory homes. In one instance, however, our agent found boarding in a family a baby eleven months old, whose condition was pitiable in the extreme. In the opinion of a competent physician, the child's condition was practically hopeless as a result of neglect and of the improper use of drugs. Death would certainly have resulted in a very short time if the child had not been removed. The child was promptly removed to another home selected by us, and has shown marked improvement to the present time.

The Superintendent and Overseers of the Poor of Nassau County have appreciated our co-operation and, almost without exception, have acted upon our suggestions. Our oversight over these children confirms our opinion that the boarding-out system is well adapted to rural localities, but that it should always be accompanied by a most thorough supervision.

#### FIFTH ANNUAL REPORT OF THE NEWBURGH AGENCY FOR DEPENDENT CHILDREN.

The Agency for Dependent Children, established in October, 1894, by the Committee of this Association for the City and Town of Newburgh, has continued during the past year its supervision of destitute children placed-out in families by the public and private charities of that city, and the finding of additional free homes in families for children who become dependent.

On October 1, 1898, the Agency had under its supervision 81 children, of whom 74 were in families, 1 in a hospital and 6 temporarily in other institutions. Of these children, 58 had come from the Children's Home maintained by the city, 12 from the Home for the Friendless (a private charity) and 11 from individuals. These children have been visited during the year, all of them at least once, and some of them much more frequently, as circumstances seemed to require. Monthly re-

ports have been received from the teachers of the public schools attended by them, and correspondence has been maintained with the foster-parents, and in many cases with the children. The Agency believes that no material facts pertaining to the treatment or welfare of these children escapes its knowledge, and is of the opinion that these children are receiving training and experience that will fit them for good citizenship.

During the year, 20 applications for children have been received, 5 being for children under eight years of age, and 15 for older children; 14 applications were, upon full investigation, approved, 3 were disapproved, while the remaining 3 have not been fully investigated. During the year, 7 children, 5 of whom were received from the Children's Home and 2 from individuals, were placed in family homes that had been fully investigated and carefully selected.

During the year, 23 applications for admission of children to the Children's Home were investigated, and the facts reported to the Almshouse Commissioners; 15 of the children were admitted.

The statistics of the population of the Children's Home during the past year are as follows:

Number in Home October 1, 1898 .....	28
Number received during year .....	22
	<hr/>
	50
Discharged to parents or relatives .....	22
Placed in free homes .....	3
Placed in other institutions .....	1
	<hr/>
	26
Remaining in Home September 30, 1899 .....	24
	<hr/>
	50

Of the 24 children remaining in the Home at the close of the year, 17 were half orphans, and of 7 both parents were living.

During the year, 45 visits were made to parents and relatives of children in the Home, and 40 to parents and relatives of children who had been placed in families. Every effort is made to foster an interest on the part of parents of good character in their children who have been placed in the Children's Home, and to induce them to pay such sums as they may be able towards their support. The amount received by the city from parents,

relatives and guardians for the board of children in the Children's Home during the year ending March 1st, 1899, was \$342.50.

The expense of maintaining the Agency during the past year was \$814.82, of which the Almshouse Commissioners contributed \$400. They also contributed \$38 toward the board of a child in a family. All other expenses of the Agency were met by the contributions of members and friends of the Committee.

During the year 10 children were added to the list under the oversight of the Agency, and 24 were removed from this list. These were mostly children who had been placed-out by the Commissioners in previous years, and who had now reached the age of 18 years or older, and for whom further oversight by the Agency was not required. Many of these children were placed in homes before the establishment of this Agency, and the families were not in all cases the best that could have been chosen. The character and habits of a majority of these, the former wards of the city who have now reached an age of self-support and self-guidance, are, however, in most cases quite satisfactory.

Our last annual report mentioned the case of a little girl 6 years of age who, by the permission of the Almshouse Commissioners, was being boarded in a family. After a course of treatment in a New York hospital she was pronounced cured, but was still in need of special care and oversight. We are pleased to report that after being boarded for a period of 9 months, the child was so improved that she could be placed in a free and prospectively permanent home in which she remains at this date. Except for the possibility of boarding-out, this child would have been obliged to remain in the Children's Home indefinitely, for experience had already proven that under the conditions of institutional life her general health did not improve, and she did not become available for placing-out in a free home.

The co-operation between the Agency and the Almshouse Commissioners and the Superintendent of the Poor has been most cordial throughout the year. To these officials, to the physicians who freely and cheerfully give their services when needed, to the press, and to the citizens of Newburgh who have contributed toward the support of the Agency, the Committee extends its grateful thanks.

**SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH  
BABIES.**

(Established by the Standing Committee on Children in June, 1893.)

The object of this Sub-Committee is to provide situations at service in the country for destitute mothers with their babies. The purpose in so doing is to prevent the separation of mothers from their children, and thus to save the lives of the children by affording them the benefits of maternal care and love, and to strengthen, if need be, the character of the mother by encouraging and assisting her to discharge her responsibility toward her child.

The number of situations provided during each year since its establishment is as follows:

During 16 months ending September 30, 1894.....	185
“    year            “            “            “            1895.....	277
“    “                “            “            “            1896.....	297
“    “                “            “            “            1897.....	311
“    “                “            “            “            1898.....	341
“    “                “            “            “            1899.....	354
<b>Total .....</b>	<b>1,765</b>

The number of mothers who had not previously sought our assistance, but who were provided with situations, with their children, during the past year, is 176. The number of institutions or societies who know of the work of this Committee, and testify to their appreciation of its value by sending mothers with babies to its office, is shown by the following table, giving the sources from which these 176 mothers, with their children, were sent to us:

Charity Organization Society.....	29
Superintendent of Out-door Poor.....	16
New York Infant Asylum.....	16
Nursery and Child's Hospital.....	11
Infants' Hospital, Randall's Island.....	9
Joint Application Bureau of C. O. S. and A. I. C. P.....	7
Wetmore Annex.....	7
Florence Mission.....	6
St. Barnabas House.....	4
Brooklyn Nursery.....	4
Metropolitan Hospital.....	3
Association for Improving the Condition of the Poor.....	3
New York Foundling Hospital.....	3

Margaret Strachan Home.....	3
Through advertisements.....	3
Colored Mission.....	2
City Lodging House.....	2
Twenty-one other institutions.....	21
Previous employers, women who have had situations, and others.....	27
	<hr/> 176

Of these 176 women, 48 were young unmarried mothers, especially in need of sympathetic counsel and kindly protection; 30 were widows, and 98 were deserted wives or women whose husbands through illness or other cause could not support them.

The ages of the children were as follows:

Under one year.....	82
Between one and three years. ....	56
Over three years .....	38
	<hr/> 176

The birth places of the children were as follows:

Sloane Maternity Hospital.....	20
New York Infant Asylum.....	13
New York City Hospital.....	10
Nursery and Child's Hospital.....	9
Mothers' and Babies' Hospital.....	7
Sisters of Misericorde.....	3
New York Infirmary for Women .....	3
Bellevue Hospital.....	3
Metropolitan Hospital.....	2
New York Foundling Hospital.....	2
Homeopathic Hospital, Brooklyn.....	2
Sixteen other hospitals and institutions.....	16
In private homes.....	85
	<hr/> 176

The situations provided during the past year were located as follows:

Suffolk County.....	69	Greene County.....	2
Queens County.....	36	Sullivan County.....	1
Westchester County.....	28	Kings County.....	1
Dutchess County.....	23		
Orange County.....	17	Total in State of New York...	<hr/> 216
Putnam County .....	13	In New Jersey.....	118
Rockland County.....	11	In Connecticut.....	18
Ulster County.....	5	In Massachusetts.....	2
New York County .....	5		
Columbia County.....	3		<hr/> 354
Richmond County.....	2		<hr/>

Of the 462 children under our care, 4 died during the year, a mortality rate of  $\frac{4}{462}$  of one per cent. We know of no other method of caring for large numbers of young children which can show anything like so low a mortality rate. The fact that the Agency has been able to maintain during the five years of its work a mortality rate varying from  $\frac{4}{462}$  of one per cent. to  $\frac{5}{176}$  per cent. among the children under its care, is the strongest possible proof of the wisdom and beneficence of its methods. Even in the best regulated private institutions for the care of children less than two years of age, without their mothers, the death rate is usually from 20 to 30 per cent., while in public institutions it has been as a rule much higher, approaching, among certain classes of children, 90 or even 100 per cent. Among the 462 women there was only one death.

The economy of this method is not less marked, though it is less important, than its saving of life and character. The total expenses of the Agency were \$2,026.48, an average of only \$4.38 for each of the 462 mothers and babies who have been under our care during the year.

The ultimate results of our work vary with the circumstances and personal characteristics of our beneficiaries. A number of widows and deserted wives need only temporary assistance, and are able after a few months to return to their relatives or to re-establish their own households. Occasionally a mother seeks a situation with her child while her husband is recovering from illness, or from some other reason is unable to support his family. In all, 161 women placed in situations by us, have during the year made other provision for themselves and their children. A large majority of these, as shown by the following table, have not parted from their children, and have not allowed themselves or their children to become charges upon public or private charity, but have rejoined that larger portion of the community which neither seeks nor needs assistance from charitable sources:

Returned with children to husbands.....	30
Returned with children to relatives or friends.....	26
Found work in the city, keeping children.....	13
Found work in the country, keeping children.....	6
Placed children at board with relatives.....	6
Placed children at board with families not relatives.....	2

Married, keeping children.....	11
Placed children in institutions.....	10
Went to institutions with children.....	8
Found other situations or returned to relatives, children having died.....	4
Placed children in hospitals.....	2
Placed children for adoption.....	1
Left situations, and not replaced because :	
Incompetent.....	15
Would not accept country situations.....	4
Work could not be given at once.....	2
Deaf.....	1
Child ill.....	1
	— 23
No information as to whereabouts after leaving situations.....	19
	— 161

Three hundred and one women remained under the watchful oversight of the Agency on October 1, 1899.

#### REPORT OF JOINT COMMITTEE ON THE CARE OF MOTHERLESS INFANTS

*To the Boards of Managers of the Association for Improving the Condition of the Poor, and the State Charities Aid Association.*

This Joint Committee was appointed in March, 1898, for the purpose of co-operating with the Department of Public Charities in boarding in country families some of the foundlings and motherless infants heretofore kept in the Infants' Hospital on Randall's Island. The objects of the Committee were three—to show that the lives of a larger proportion of the children could be saved (it having been found that during the years 1895, '96 and '97 practically all the foundlings not placed-out by adoption died before reaching the age of two years); to prove that permanent homes could be secured for them by adoption into carefully selected families, and to induce the city to adopt the boarding-out system as a part of its plan for the care of motherless infants. The last annual report of each of the Associations represented on the Joint Committee contained an account of the

work of the Committee from April 1, 1898, to October 1, 1898. The present report covers the year ending October 1, 1899.

The number of children under the care of the Committee during the year, and the disposition made of them, may be briefly shown by the following table:

Number of children boarding in families under the care of the Committee, October 1, 1898 .....	16
Number of children removed from the Infants' Hospital on Randall's Island and placed at board in families during the year.....	44
	<hr/> 60
*Adopted into good families during the year.....	12
Reclaimed by parents.....	2
Died .....	23
Remaining at board under the care of the Committee.....	23
	<hr/> 60

As shown by these figures, the Committee has been successful in securing the first two of the objects for which it was appointed. Although the children removed by the Committee from Randall's Island and placed at board in families were in most cases the least promising children in the institution, and were rapidly failing in weight and in strength, the Committee has still been able to reduce the mortality among the children under its care to a point far below that of the previous years. Of the 60 children under the care of the Committee during the year, 23 died, a mortality rate of 38 per cent.

It should be remembered that, as stated in our last annual report, the death rate among the foundlings received in the Infants' Hospital for the three years ending September 30, 1897, not including children adopted, reclaimed by parents, or sent to other institutions, was respectively 100, 99 $\frac{1}{10}$ , and 98 $\frac{1}{10}$  per cent.

The Committee feels sure that with further experience it will be able to still further reduce the mortality among the children under its care.

Gratifying as the very great saving of life has been as compared with former years, the Committee feels that the adoption

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\* This does not include 5 children placed in families directly from the Infants' Hospital by this Association.

of these children into carefully selected families is also a very important feature of its work. During the past year 12, or, one-fifth of all the children under the care of the Committee, have been permanently adopted by families whose character and circumstances have been most carefully investigated. In 5 cases the children have been kept permanently by the families with whom they were placed to board.

For the present the number of children under the care of the Committee is limited by the Commissioner to 25. With comparatively little additional expense the number under the care of the Committee might be considerably increased.

The fiscal year of the Committee ends on March 31st. The financial statement for the year ending March 31, 1899, may be summarized as follows:

Contributions .....	\$3,658 00
Paid by A. I. C. P. ....	216 37
Interest on deposits.....	2 46
Loans.....	700 00
	<hr/>
	\$4,576 83
	<hr/>
Expenditures.....	\$3,876 83
Balance due from City March 31, 1899 .....	631 40
Balance in hands of Treasurer March 31, 1899.....	51 97
Balance in hands of Secretary March 31, 1899.....	16 63
	<hr/>
	\$4,576 83

Since April 1, 1899, contributions amounting to \$2,996.53 have been received, leaving about \$1,000 to be secured in order to complete the second year of the Committee's work, to April 1, 1900. The Committee solicits contributions for this work. Checks should be made payable to the order of James A. Scrymser, Treasurer, 37 Wall Street.

#### SUMMARY OF THE ASSOCIATION'S WORK FOR DESTITUTE CHILDREN.

It appears from the foregoing reports that on October 1, 1899, the State Charities Aid Association, through its central office

and its various committees, had under its supervision 637 children, distributed as follows:

Boarding in families, under care of :		
Richmond County Committee.....	39	
Joint Committee (A. I. C. P. and S. C. A. A.) on Foundlings and Motherless Infants.....	24	
Central Office :		
In Queens Borough.....	22	
In Nassau County.....	44	
	—	129
In free permanent homes, under care of :		
Richmond County Committee.....	37	
Allegany       "       ".....	50	
Newburgh Agency for Dependent Children.....	67	
Central Office.....	59	
	—	213
With mothers, in situations in the country, under supervision of Mothers' and Babies' Committee.....		
		301
Total.....		<u>643</u>

## REPORT OF COMMITTEE ON HOSPITALS.

The abstracts of reports of County Visiting Committees, given elsewhere in this report, show numerous improvements in the various public hospitals in the State, and especially in those under the direction of the Department of Public Charities of New York City. In a few of the large cities of the State the care of the sick in public institutions has been reasonably separated from that of the aged and infirm, and placed upon a hospital basis. In the smaller cities, and in the rural districts, the sick, both acute and chronic, are cared for in the almshouses, and without most of the advantages of modern hospital facilities, equipment and treatment. The greatest need in connection with the almshouses of the State, now that the children and the insane have been removed, most of the epileptics and feeble-minded sent to State institutions, and women needing reformatory treatment sent to the State Houses of Refuge for Women, is that of better accommodation and care for the sick.

Our last report alluded to the project of establishing a State Hospital in the Adirondack Mountains for the treatment of incipient pulmonary tuberculosis. Statistics were given showing the results of the establishment of similar sanatoria in

foreign countries. In one of the largest, of the patients received in the first stage of the disease, 58 per cent. were cured or nearly cured, while of those received in the second stage, 43 per cent. received similar benefit. The reports from other sanatoria were almost as encouraging.

A Committee appointed by the Senate in 1898, consisting of Senators Brush, Davis and Gallagher, investigated the subject of State Hospitals for Consumptives, and reported to the Legislature of 1899 in favor of the establishment of such an institution in this State. Pursuant to this recommendation, Senator Davis introduced a bill providing for the establishment of a State Hospital in the Adirondack Mountains for the treatment of incipient cases of consumption. In view of the large and increasing number of consumptives in all our public institutions, especially in the hospitals in the Department of Public Charities of New York City, and also in view of the large number of persons left dependent upon the public through the illness and death from consumption of the heads of families, it seemed to this Committee of great importance that a beginning should be made by the State in the isolation, and cure if possible, of incipient cases. This would directly relieve our public institutions of charity of such incipient cases as come to them, though the number is small, and would also by its example and educational influence, assist in arresting the spread of the disease, and thus indirectly lessen the number of consumptives and of their families who become public charges. For these reasons the plan was favored. Conferences were held with representatives of other charitable societies in New York City, and with Senator Brush, Chairman of the Committee upon whose recommendation the bill was introduced. At these conferences a number of amendments to the bill were proposed and adopted. In support of the bill, as thus amended, this Association sent a brief to the Senate Finance Committee to which the bill had been referred. The bill was also supported by the Association for Improving the Condition of the Poor, the Charity Organization Society, the medical societies, and others. The sentiment of the Senate Finance Committee seemed clearly in favor of the project, but the bill was not reported, owing, it is understood, to a decision not to establish any new State institution in 1899.

The bill will undoubtedly be introduced in the Legislature of 1900, and it is to be hoped that with the stronger public sentiment that undoubtedly has developed in its favor, it will become a law without delay.

Several other bills were considered by this Committee, but in regard to none of them did it seem necessary to take action, except to suggest an amendment to the bill authorizing cities of the first class to establish hospitals for consumptives beyond their corporate limits. As introduced, this bill not only fulfilled the object expressed in its title, but also forbade the maintenance of hospitals for consumptives, or of wards devoted to consumptive cases in general hospitals, within the city limits. This would have been an unnecessary and most unwise interference with the work of several excellent institutions receiving patients of this class. The bill was amended by eliminating this provision.

#### REPORT OF COMMITTEE ON PAUPER-DELINQUENTS.

The following report has been submitted by the Committee:

As anticipated in the last annual report of the Committee the effort to secure a Court of Appeals decision as to the constitutionality of the cumulative sentences has proved fruitless. Your Committee in this event decided to prepare an amended form of the law to meet the objections stated by Justice Gaynor, in his declaration of its unconstitutionality, and press for its early introduction in the Legislature. In this important work of drafting a new form of the law, your Committee consulted with Mr. Lewis L. Delafield, of whose kind and valuable aid in the suggestions proffered they desire to express their acknowledgment and high appreciation.

The changes introduced in the new form of that law were substantially the following: Commitment for the specific term of six months, instead of "a term not exceeding six months," wherever the latter form occurred; and a provision that in cases where the date of discharge is more than five days after date of commitment, opportunity shall be given the prisoner to appear in court, retain counsel, subpoena witnesses and plead erroneous

detention. These amendments were considered sufficient to meet the criticisms of the discarded law, namely, that the sentence of commitment imposed therein was indeterminate, and that the offender was afforded no appeal from the possibly erroneous record of the workhouse certificate by which the date of his discharge was determined.

Copies of the amending bill were sent to all the magistrates, and your Committee conferred informally with two of their number in regard to the acceptability of the measure. Justice Deuel was later chosen to represent his Board in the matter, and your Committee being unable to accept his proffered modifications of the Committee's bill, disagreement resulted in the preparation of another amending bill by Justice Deuel in behalf of the magistrates and its introduction in the Legislature. The objectionable feature of this measure, in the opinion of your Committee, was the provision for commitment to jail for non-payment of fine, for not exceeding ten days, each day's imprisonment liquidating one dollar of the fine; the magistrate in his discretion, however, being allowed to commit to the workhouse for six months, on such default, as under the Wilds act. This change, it will be noted, made possible a return to the old system expressed by the formula, "Ten dollars or ten days," and at best could find its justification only in the unswerving integrity of the magistrate and his ability to recognize habitual offenders. As this amendment flatly nullified the principle of the self-detection and cumulative punishment of this class, the application of which had been secured by the Wilds law, your Committee's concurrence was impossible.

Your Committee's bill was introduced in the Senate by Hon. John Ford, February 20th, and in the Assembly by Hon. Samuel S. Slater, March 1st, and was referred to the Cities Committee in both houses. A hearing was held before both Committees on March 21st, attended by two of your Committee, and before the Assembly Committee on March 28th, attended by one of your Committee. The long and unexplained delay in reporting the bill in Senate Committee resulted in that Committee's acceptance of the Magistrates' amendments, in which form the bill finally passed the Senate. Meanwhile your Committee's bill was advanced to third reading in the Assembly. The session

was now nearing its close, and passage of one or other of the amending bills seemed to your Committee so important that, the success of the Magistrates' bill appearing the more probable, they deemed it best to unite on that. To this end, they sought, through a personal interview with the Governor on 24th April, to interest him in its behalf. And at the last moment Senator Grady, of Cities Committee, as best informed on the subject, was conferred with, from whom an intimation of the certain passage of the bill in both houses was received. Agreeably to such expectation, as it seemed, public notice of the passage of the bill and of a hearing by the Mayor appeared in due course. The hearing was attended by your Committee, and they were authorized by Justice Deuel to express the Magistrates' approval of the measure at the same time. The gratification of your Committee at the probable success, though qualified, of their efforts proved, however, shortlived. For, a few days later, notice was received that the bill had passed the Senate only and had been sent to the Mayor by mistake. As a last resort, the opportunity was taken of the coming extra session of the Legislature, and the Governor was written to on 23d May in the hope of a possible consideration of the measure at that time. Legal obstacles, however, if nothing else, rendered this expedient unavailing. So another year was lost.

It is the impression of your Committee that but for the brief session and the pressure at the last of very important legislation the Magistrates' bill, at least, would have passed. And this result would have been preferable to the actual outcome, in so far as putting an end to the confusion existing in the commitment of the class of offenders affected by the bill ever since the Gaynor decision. Meantime, the year just past might have been devoted to observation of the application of the Magistrates' option under the new law, with, perhaps, a resulting appreciation of its expediency.

It is the intention of your Committee to renew early in the coming session of the Legislature its efforts to obtain the passage of its amendatory bill as herein described.

## COUNTY COMMITTEES.

Reports received from the Association's County Committees show the usual activity in connection with the supervision of public charitable institutions. Forty-three of the 44 Committees have sent to the Central Office an account of their work during the past year. About 250 visits have been made by members of these committees to almshouses and public hospitals. This number does not include the very large number of visits made by the members of the New York, Kings and Richmond County Committees to the public charitable institutions in New York City, nor the visits made by the Erie County Committee.

As we study the reports from our Committees on the conditions and needs of the Almshouses which they visit, the most evident and wide spread deficiency is in the care of the sick and infirm. Improvement in this important department of Almshouse administration is made very slowly. We had hoped that the reports this year would show greater progress in this direction, but except in Westchester and Chautauqua Counties little change seems to have been made. We desire to repeat the recommendation made by us two years ago: "Every Almshouse should have either suitable infirmary rooms or a separate hospital building, situated with special reference to facilitating supervision and providing good ventilation and plumbing and abundance of sunlight. In the care of the sick the greatest need is efficient nursing, and it is earnestly hoped that every Almshouse in the State will soon be provided with at least one trained nurse who is a graduate of a Hospital Training School of recognized standing. Trained nurses are not only of invaluable assistance to the physicians by carrying out their orders with implicit obedience, but are able to act independently and intelligently in emergencies and before the doctor can be summoned. They take charge of the preparation of suitable food for the sick and aged, and bring a trained judgment to bear on such matters as the ventilation, cleanliness and order of the sick room. The objection frequently made that trained nurses are too expensive is not well founded. Such nurses, if employed by the year, can be obtained for from \$30 to \$40 a month, a small expenditure when the value of the service secured is taken

into consideration. In Almshouses where the entire time of the nurse is not required by the sick she can be of great assistance in the care of other classes of inmates and the general management of the institution."

In counties where the Board of Supervisors does not feel justified in employing a graduate of a General Hospital Training School it might be possible to secure for a smaller sum the services of a graduate of a State Hospital Training School. In State Hospitals for the insane ordinary nurses are paid at the rate of from \$20 to \$25 a month, nurses in charge of wards from \$23 to \$28, and supervising nurses in charge of several wards from \$30 to \$40. Nurses who have had the two years' training in the State Hospital Schools are not only fully prepared to give suitable care to the sick, but through their experience in the care of infirm, idiotic and troublesome patients have opportunity to gain those qualities of patience and endurance that are indispensable in caring for Almshouse cases.

A tabular statement of the statistics contained in the reports from our County Committees is given as Appendix A (see p. 122). Some of the items of special interest are as follows:

*Allegany County.*—The Committee reports that the Almshouse maintains its high standard. The improvements of the past year include steam laundry apparatus, new water works on the gravity system, additional hydrants, repairs and additions to the stables, and new floors in the bake-room, the laundry, and one of the bath-rooms. Additional new flooring is needed in other parts of the buildings.

The Committee co-operates with the Superintendent of the Poor in caring for the children who are public charges. During the past year two babies born at the Almshouse have been placed out in good family homes; two older children have been placed out on trial, and two are waiting to be placed. Fifty children who have been placed in families are under the supervision of the Committee. We commend to Superintendents of the Poor in other counties the system followed in Allegany County by which children who become public charges are boarded temporarily with a good private family and are taken from this home to free homes or to institutions without passing through the Almshouse.

*Cattaraugus County.*—The Committee reports that the Almshouse needs better hospital accommodations and trained nurses for the sick. We would suggest that one of the cottages built for the insane should be fitted up for a hospital and placed under a trained nurse with an efficient paid attendant for the men, acting under her direction. The condition and administration of the Almshouse are said to be very satisfactory. During the past year the water works have been completed and one cottage has been painted.

*Cayuga County.*—The greatest need of the Almshouse continues to be better accommodation and care for the sick. A closet off the isolating room is a necessity and should be provided without delay. A trained nurse should be furnished for the sick. It would seem as if some arrangement might be made with the Auburn Hospital, a private institution, by which nurses could be detailed to serve at the Almshouse for a few months at a time and so gain experience in the care of the infirm and the incurable, while giving the Almshouse inmates the benefits of scientific care. If this is not practicable it might be possible to employ a graduate of a State Hospital Training School who would have the advantage of previous experience in the care of feeble patients of the Almshouse class. Such a nurse might introduce improved methods in the care of the feeble-minded, idiotic and epileptic, of whom this Almshouse is said to have no less than 19. It is to be hoped that the Superintendent of the Poor has applied for the admission to State charitable institutions of all these cases and that every effort will be made to see that Cayuga County is allowed its full quota at these institutions.

*Chautauqua County.*—The hospital building has been improved by the addition of a veranda on two stories where patients can take the air in their wheel chairs. The hospital building is well equipped and is under the care of two faithful and energetic women attendants. Other improvements are an acetylene gas plant and an increase in the water supply secured by laying pipes from a new spring to the main building. An urgent need at present is a small building for the isolation of

special contagious cases. This institution maintains its high standard of administration.

*Chenango County.*—Last year the Committee called the attention of the Board of Supervisors to the most pressing needs of the County Almshouse, and a committee of the Supervisors was appointed "to visit the County House and in conjunction with the Superintendent of the Poor, select a site suitable for an addition or additions to said County Buildings which will furnish a dead room, a clothes room, and at least two hospital wards," these being the three needs which our Committee reported to the board.

A newspaper account of the inspection of the Almshouse by this Special Committee of the Board of Supervisors describes the present condition as follows: "There is now no room at the county house, separate from the common living rooms, where the bodies of the dead may be laid out preparatory to burial, and no room where inmates suffering from disease can be removed apart from the others for treatment. It is also necessary for the inmates, who have surplus clothing, to keep such clothing hung on nails on the wall or tucked away under beds in bundles, bags or trunks, a custom at once untidy and unhealthy, and additional room for clothes presses is necessary. It was the decision of the Committee, and they will so recommend, that the additions be built, one on the men's side of the building proper and one on the women's side, large enough to give one large and two smaller rooms for each side on the lower floor, which will provide a dead room and two hospital rooms for each department, and the upper rooms to be furnished with lockers in which extra clothing may be stored. This will be a great additional convenience to the otherwise well-appointed institution, and one which the taxpayers of the county will gladly provide."

We would suggest that it is hardly necessary to have a dead room for each department of the Almshouse, and that it would be better to erect a small one-room building on the grounds than to use, for bodies of the dead, rooms in the building and adjoining the quarters for the sick. These rooms might better be used for cases of consumption or other contagious

diseases that require treatment apart from the regular hospital wards. It is to be hoped that when this hospital department is fitted up, a competent nurse will be employed to assist the matron in the care of the sick. The sick should never be left to the care of other inmates, and the matron of an almshouse should not be expected to act as nurse in addition to her other numerous duties.

*Chemung County.*—The Committee reports that the need of completing the County Buildings for the poor according to the original plans grows more and more pressing as each year passes. The old building used for the women is unsafe and uncomfortable, and in almost every way unsuitable for the proper care of the inmates. There is urgent need for larger and better quarters for the women, for a proper hospital building, and for modern laundry machinery.

Improvements are being made from time to time, but many of these are of doubtful expediency considering the necessity for more radical changes. One new five-room cottage for women has been added. A new system of sewerage has been introduced at an expense of \$350, and \$500 has been spent on the water supply, which will be trebled by November 1st. The heating plant should be similarly overhauled, but it is useless to undertake this until new buildings are provided. The administration continues to be faithful and efficient and goes far to compensate the inmates for the unsatisfactory accommodations furnished by the County.

Children who become public charges in Chemung County are generally sent to the Southern Tier Orphan Asylum. During the past year this institution received 9 from the Superintendent of the Poor, 17 from the City Overseer, 3 from the City Recorder, and 1 from the County Judge. One child was kept for two weeks at the Almshouse and from there placed in a family by indenture.

*Columbia County.*—The greatest need of the Almshouse is better accommodations and care for the sick. Some slight improvement has been made during the past year through the introduction of a new heating apparatus in the hospital department, and the partitioning off of a good sized room for the very

sick. What the institution needs is a separate hospital building with special facilities for isolating cases of contagious and offensive diseases, and with an efficient trained nurse in charge.

*Cortland County.*—The Committee reports that the bath rooms have been much improved during the past year, but that bath tubs should be supplied for the inmates instead of requiring them all to use the shower baths. We recommend that one or two movable bath tubs be provided for the sick and feeble; but we favor using the shower baths for the great majority of the inmates. It is said that the present water supply is ample for bathing purposes. If so the inmates should be required to bathe weekly instead of fortnightly, as is now the case. A similar class of persons in our State Hospitals are bathed twice a week.

The water supply is still inadequate for protection against fire.

No improvement has been made in the care of the sick, who are still tended, or neglected, as the case may be, by other inmates. A good paid nurse is an urgent need. Such a nurse could act as assistant matron and have general charge of all inmates not actually able bodied. We again recommend fitting up for hospital purposes a part of the building formerly occupied by the insane.

*Delaware County.*—The improvements of the past year are stationary wash tubs, a hot water heater, one water-closet and 40 new mattresses. The ventilation is poor and the Committee hopes to have it improved this year. The greatest need is a capable woman attendant who can both nurse the sick and do general housework. At present there is no hired help to assist the keeper and matron in caring for the 36 inmates, and as there are very few able bodied inmates, it is impossible to keep the buildings in good condition and properly care for the sick without additional employees. The food is said to be very satisfactory and includes a good supply of vegetables raised on the farm. Special diet for the sick is furnished from the keeper's kitchen.

*Dutchess County.*—The only improvements secured during the past year are a new ice-house and new flooring for the piazzas.

The accommodation and care of the sick are not very satisfactory, and a nurse should be employed to assist the keeper and matron in the hospital department.

*Erie County.*—The Committee reports that there is no special change in the condition and administration of the Almshouse or Hospital. During the past year our Committee has organized a Sub-Committee on Children which has undertaken to advise and co-operate with the agents who are employed by the Board of Supervisors to place-out in free family homes children who are dependent on the county.

*Essex County.*—The Committee reports that one large brick building for men has been erected to take the place of the dilapidated old wooden cottages in which they were formerly housed, and that the other buildings have been thoroughly repaired and are now in excellent condition. The improvements include modern laundry apparatus, new bath-rooms, and steel ceilings. The buildings which were formerly all heated by stoves, many of them box stoves burning wood and tended by inmates, are now heated by steam furnished by two boilers. A room has been provided for the sick and they are cared for by the matron and other assistants. The present satisfactory condition of the Almshouse is largely due to the efforts of the Committee and the Central Office, in bringing the needs of the Almshouse to the attention of the Board of Supervisors.

*Franklin County.*—The Committee reports that the present administration of the Almshouse is highly satisfactory. There are certain directions, however, in which improvement might be made. The sick have no nurse or paid attendant and are cared for by other inmates. Religious services are not held at the Almshouse, and we would suggest that the Committee interest itself in securing the co-operation of some church society which will furnish simple religious services for the benefit of the inmates.

*Fulton County.*—No steps have been taken during the past year to secure for the dependent poor of Fulton County the safe and decent accommodations that are their due. The excellence

of the management does much to mitigate the deplorable condition of the unfortunate persons who must rely upon Fulton County for a home.

During September the Assistant Secretary visited Gloversville and conferred with members of the Committee and of the Board of Supervisors. There is apparently no prospect of immediate action on the part of the Board, and the only course which seems to be open is for the State Board of Charities, if it possesses the necessary authority, to issue an order directing the Board of Supervisors to build an Almshouse.

*Genesee County.*—The urgent need of a better water supply is again reported by the Committee. The wooden buildings are wholly unprotected against fire. It is a great pity to risk the lives of the inmates and the existence of so excellent an institution through failure to recognize this long-standing and urgent need. In other respects the Almshouse continues to be in satisfactory condition and ably managed.

*Greene County.*—The long-needed improvement in the water supply will probably be secured in the course of a year. Another long-standing need is an adequate number of paid employees. There should be a nurse for the sick. The matron now has only inmates to assist her in the care of the sick and infirm.

*Herkimer County.*—The improvements of the past year include new water-closets, new fire-extinguishers, a vegetable cellar, and the painting of the halls and some of the rooms. Two rooms, one for men and one for women, have been set apart and fitted up for hospital purposes. The next step should be the appointment of a good nurse to take the entire charge of this department. New iron bedsteads are needed and greater care should be taken in making up the beds in a tidy and orderly manner. The Committee suggests that the boilers for heating and cooking purposes might better be placed in a separate building.

*Kings County.*—The Kings County Committee makes frequent visits to the institutions at Flatbush, and maintains an efficient supervision over the administration of public charity in

the Boroughs of Brooklyn and Queens. The Committee's relations with the Commissioner of Public Charities for these boroughs are characterized by cordiality and mutual helpfulness. The Committee will publish in full its interesting annual report, a brief abstract of which is submitted herewith.

*Department Offices.*—The Commissioner and his subordinates have moved from the old dwelling-houses on Elm place to better equipped offices at 126 and 128 Livingston street. Among the suggestions made by the Committee and carried into effect by the Commissioner, was the addition of a woman employee to the office force. The woman appointed was transferred from the Almshouse where she had served as matron. She was later disqualified by the operation of the civil service rules, and the position is now vacant. We hope that a woman may be secured for this important office, the special duties of which include the hearing of complaints in abandonment and bastardy cases.

*Administration.*—The County Almshouse and the County Hospital have been put under the management of one Superintendent. Owing to the efficiency of the medical officer who occupies the position of General Superintendent, great improvement has resulted in the administration of all departments. Unfortunately the condition of the buildings and their equipment for work are still far below the proper standard. The Commissioner asked the Board of Estimate and Apportionment for an appropriation which would make possible the following new buildings: A three-story Nurses' Home, a one-story Idiot Pavilion, four-story water towers, a two-story Infants' Hospital, two pavilions for the Almshouse sick, a bakery, a two-story storehouse, and a crematory. Additions to the equipment asked for included new plumbing, water, heating and electric light plants. All these needs are urgent, and we sincerely hope that a sufficient appropriation may be allowed to make it possible for the Commissioner to meet them.

The first effects of the civil service law have, in some respects, been unfortunate. It is said that for many of the positions, such as nurses, waitresses, laundresses and general hospital helpers, there was no eligible list of applicants. Consequently, only temporary appointments could be made, and the hospital

service was crippled. Although the changes in the civil service law and rules have been attended with difficulty, it is believed that the system, once thoroughly established and properly administered, will result in benefit to the institutions.

*Hospital.*—The Hospital is greatly overcrowded, and is in urgent need of additional space. This is especially true of the building used for consumptives. One hundred or more consumptives frequently seek treatment at the Hospital ; less than forty can be adequately cared for in the present building. As a result, large numbers of consumptives are placed in the wards with other patients. The grave danger of doing this is obvious. Under present conditions the laundry work of the consumptive patients is not done separately, the kitchen utensils used by them are not kept apart from the others, and the nurses caring for them are lodged in the main Hospital building. Besides being too small, the present structure lacks a diet kitchen and other necessary equipment.

The Pavilion for Idiots is seriously overcrowded. Twenty or more of the patients now sleep on the floor. The Committee urges the necessity of a new building for this helpless class.

The present building for female nurses is too small. About sixty nurses are at present employed and more will be required. To obtain and retain suitable nurses, proper provision must be made for their housing and comfort apart from the main Hospital building. The proposed use of the present Nurses' Home, for the detention of patients under examination as to their mental condition is commendable. At present such patients are lodged in the basement wards, which are quite unsuitable for the purpose.

The general plumbing of the Hospital, and also of the Alms-house, is old ; some of it past repair. In the interest of health and good sanitary conditions, all plumbing should be placed away from the wards. This could be accomplished by two extensions to the main building. All of the plumbing ought to be renewed, more toilet-rooms provided, and the corridors left free.

A measure of relief in the nursing of patients will come with the two wings now nearing completion. These are plain, fire-

proof, and well-constructed buildings. The nurses, while housed in the hospital, occupy space which should be reserved exclusively for patients. The burden upon the Department for hospital and almshouse accommodations is increased by the fact that the poor of Queens County are now cared for with those of Kings.

The department known as the Nursery and Infants' Hospital is in need of additional space and equipment for proper isolation. This is one of the older buildings, no extension or addition having been made to it for more than thirty years. The Commissioner and the Superintendent are in sympathy with the plan of caring for dependent children, known as "placing-out," and have facilitated the work of State Charities Aid Association by willingness to co-operate therein.

The roof of the main hospital is out of repair, and a new one should be built before another winter.

The dietary is good. The kitchen, which has been so long in process of renovation, is at last completed. The new laundry building is finished and occupied, and adds much to the efficiency of the service.

The general appearance of the Hospital wards is clean and orderly, notwithstanding the work of reconstruction, addition and repair which is going on in many parts of the building.

The Committee gave much enjoyment to the children at the Hospital by providing a Christmas tree. If it were not for our Committees there would, in many counties, be no one to provide for the inmates of public hospitals the little luxuries and pleasures that are so lavishly furnished in private hospitals by the Boards of Managers and auxiliary societies of ladies.

*Almshouse.*—Both male and female departments are overcrowded, especially in winter. Halls and corridors are filled with beds, for which little space can be allowed. The number of cubic feet of air space is not more than half of the proper amount. Separate structures for the sick would be of great advantage. The cases here are mostly chronic or such as pertain to old age. The percentage of able-bodied, especially among the men, is small, as was shown by a recent inspection with a view to determining ability for labor. Considerable work, however,

is done by the inmates about the buildings and grounds. The women care for their department, sew, and assist with other work. The Committee hopes to aid in introducing other and more varied employment for the inmates.

The Almshouse plumbing is old and quite unsanitary—offensive, in fact. It should be completely renewed. The bakery is an antiquated structure, and should be replaced with one having modern ovens and proper facilities. The present bakery is likely to fail at any time, and so would be a serious inconvenience to the whole plant. The storehouse is too small to store such supplies as the Department should keep on hand. As an economical measure, an enlarged storehouse is advised.

The present method of bookkeeping is a decided improvement, for by it the general as well as special cost of maintaining the Department can be quickly ascertained.

The proper and sanitary disposal of garbage and other waste is a subject which needs attention. A crematory, such as Manhattan is about to build, is recommended.

Water is now supplied by a private corporation and at considerable cost. Some other plan ought to be adopted for the future, by which an independent supply could be had. Artesian wells placed at a proper distance from the buildings, on land owned by the county, would supply the need, and ultimately lessen expense.

The method of lighting and heating now in use is defective. Means of adequately providing for these necessities with safety ought to be adopted. Well-constructed plants for both, after the first outlay, would result in a considerable annual saving.

Among improvements made under the present management may be mentioned the care of the pauper dead. Neatly made shrouds are provided, and the bodies are consigned to burial decently.

*Special Work.*—Visits have been made by members of the Committee to many of the private institutions for children in Brooklyn, and efforts have been made to arouse interest in the Association's work for children. Through the activity of the Committee, the placing-out system has been brought to the attention of many individuals, Boards of Managers' and women's clubs.

*Livingston County.*—During the past year, the accommodation and care of the inmates of the Almshouse, have been somewhat improved, by arranging for an upstairs dining-room for the feeble women, and employing an attendant to care for them. The ventilation continues to be poor, and will doubtless remain so, until the badly-constructed buildings, now in use, are abandoned, and the well-built, unused buildings erected for the insane are fitted up for inmates. In addition to this fundamental need, which we have been urging for several years, other minor improvements are desirable, such as a larger and more convenient wash-house equipped with modern laundry apparatus.

*Montgomery County.*—In another part of this report, on pages 4-8, an account is given of our successful efforts to abolish the contract system of caring for the poor, and to provide for the building of a suitable Almshouse, owned and controlled by the County. The present accommodations are, of course, unsatisfactory, but as they are only temporary, it is hardly worth while to speak in detail of their defects. We would urge upon our Committee the desirability of keeping informed as to the construction of the new buildings, to see that suitable provision is made for all classes of inmates. It is especially important that a portion of the building should be set apart, at the outset, for the sick, and that the hospital department should be put under the care of a competent nurse as soon as the building is occupied. It is easier to begin right, than to rectify mistakes later.

*Nassau County.*—It was announced that in October the County Almshouse at Barnum Island would be closed, and the 18 inmates sent to the Suffolk County Almshouse, where all county charges were to be boarded in future. Considering the fact that the three towns in Nassau County maintain two town almshouses, it seems unwise for the County to send its poor to an almshouse in another County. The best plan would undoubtedly be to abandon both town almshouses and erect a new and modern County Almshouse. No other County in the State now maintains town almshouses. If, however, this cannot be done, it would be well to sell one of the town almshouses and convert

the other into a County Almshouse, adding to it such new buildings as may be necessary. If, as has been stated, the terms of the legacy which partly supports the town almshouse of North Hempstead and Oyster Bay, known as Jones' Institute, are such as to require the maintenance of an almshouse by these towns, alterations and additions should be made at the present institution, which will convert it into a suitable habitation for the poor of the whole county, and the town charges of Hempstead and the Nassau County charges should be boarded there. Nassau County is not large enough to require or to properly support more than one almshouse, as there are not more than 80 county and town charges in the institutions at Barnum Island, Hempstead, and Oyster Bay together.

*Town Almshouse of Hempstead.*—Nothing has been done to remedy the deficiency in the water supply. The bathing and laundry facilities, as well as the means of protecting the building against fire, are deplorably inadequate. The only improvement of the past year was an addition to the barn. As there is no suitable provision for caring for the sick, serious cases are taken to the Nassau County Hospital, a private institution at Hempstead. If this building is to continue to be used for almshouse purposes, it should be entirely remodeled, or replaced by one of more modern construction. It is simply an old-fashioned farm house used as an almshouse, and is not suited by construction or equipment for its present purpose. We would suggest that the town of Hempstead discontinue the maintenance of a town almshouse, and combine with the other towns in the county in supporting a county almshouse.

*Town Almshouse of North Hempstead and Oyster Bay.*—Like the Hempstead institution, Jones' Institute has long suffered from a lack of a proper water supply. At present a well is being driven and it is to be hoped that sufficient water may be procured to furnish an adequate supply. Another need is a furnace for heating the east wing, where stoves tended by inmates are now used.

The improvements of the past year are the addition of storm-doors and the painting of the building. So far as practicable, serious cases of illness are sent to the Nassau County Hospital, but as there are many chronic invalids and infirm persons in

such an institution, there should be a capable nurse employed for the sick that remain.

This almshouse is much more capable of improvement than the one at Hempstead, and we see no reason why it should not become as satisfactory in its accommodations and equipment as it is now in its management.

#### NEW YORK COUNTY.

The Public Charities in the Boroughs of Manhattan and the Bronx have been visited frequently during the year by the members of the New York County Committee, and also by its Secretary. The facts ascertained by such inspection are presented each month to the Commissioner of Public Charities for these boroughs. A full account of the condition of the various institutions during the year is given in the annual report published by the New York County Committee, which may be obtained from its Secretary, 105 East Twenty-second Street. Some of the more important matters mentioned therein are as follows:

*Organization.*—The Almshouse and public hospitals in the Boroughs of Manhattan and the Bronx have been under the administrative control of one Commissioner since January 1, 1898. This report for the year ending September 30, 1899, is, therefore, the first covering an entire year of administration by one Commissioner. The relations between the New York County Committee and the Commissioner of Public Charities, Hon. John W. Keller, have been of the most satisfactory and pleasant character. The suggestions of the Committee have been courteously received and have been given prompt and thorough consideration. The general administration of the institutions has shown decided improvement during the year. The building operations have been less important than for several preceding years, but much was accomplished with the limited appropriation of \$200,000 available for alterations and repairs.

*Census.*—It is most satisfactory to note a material decrease in the census of the Department during the past year. The total number of inmates of the institutions in the Department

October 1, 1899, was 5,116, as compared with 5,681 on October 1, 1898, and 5,515 on October 1, 1897. The decrease is probably due to better industrial conditions, and also to a greater care in the admission of inmates.

*Appropriations.*—The total appropriation for the Department of Public Charities, Boroughs of Manhattan and the Bronx, for 1899, was \$1,580,732, as compared with \$1,359,508 for 1898, an increase of \$221,224, or 14 per cent. The appropriation for 1900 has been fixed at \$1,476,739, a decrease of \$103,992.03, or 6½ per cent. The appropriation for salaries for 1900 shows an increase of about \$50,000 over that of 1899, of which \$30,000 is for the substitution of paid for prison labor, and \$6,000 for additional Examiners of Dependent Children—both important and desirable additions. The appropriation for supplies shows a decrease of about \$90,000. About \$15,000 is accounted for by the fact that the appropriations to the Colored Home and Hospital, heretofore made from this account, are hereafter to be made directly from the City treasury. There remains a decrease of about \$75,000 in the appropriation for supplies, presumably due to the fact that the inventory in October, 1899, showed that the value of supplies on hand amounted to \$73,237.80. In our opinion, this deduction was wholly unjustifiable, in view of the fact that it is necessary that a considerable stock should always be kept on hand to meet emergencies. It is greatly to be feared that this reduction in the appropriation for supplies will result in suffering and hardship on the part of the inmates of the city institutions. The appropriation for alterations, repairs, etc., is \$66,500 less than during the preceding year, but the Board of Estimate has indicated that the balance of the million dollar fund of 1896, amounting to some \$341,000, is still available for the erection of new buildings.

*Bellevue Hospital.*—Of the four new buildings erected in 1898,—laundry and boiler house, morgue, isolating pavilion and erysipelas pavilion,—all are now in use. The Morgue has proved fairly satisfactory, the boiler house also has met reasonable expectations, but the laundry proved to be inadequate and badly planned. The erysipelas and isolating pavilions were found to be badly planned and in some particulars poorly con-

structed. The reception pavilion for the insane, which has long been overcrowded, is now being rebuilt and a second story is being added. The Marquand Pavilion for women and children has been thoroughly renovated and put in order. A solarium for the babies has been built at the east end of the pavilion. The roads and grounds about the Hospital have been put in excellent condition; the roads have been asphalted, sidewalks have been laid, and the grass plots have been neatly sodded. The neat, orderly and cleanly grounds add wonderfully to the appearance of the Hospital, and contribute to the maintenance of good order and a high standard of cleanliness in the institution.

The nursing department has been maintained, as in former years, at a high standard. The number of Workhouse prisoners employed in the Hospital has decreased during the year, and it is expected that the few remaining prisoners will leave the Hospital before the first of January. The final and complete abolition of Workhouse help will be a great step in advance. The uniforming of the employees of the Hospital was carried into partial effect during the past summer.

During the first half of the year there was a lamentable lack of clothing and minor ward supplies. During the latter portion of the year the supplies of all sorts were sufficient.

The general administration of the Hospital, the prompt repairing of leaking faucets, broken bath-tubs, defective plumbing, falling plaster, etc., during the latter part of the year, was in marked contrast with earlier conditions. Metal ceilings have now been provided for all except two or three wards.

*Gouverneur Hospital.*—The erection of a new building for Gouverneur Hospital has been attended by protracted and most exasperating delays. The Committee did everything in its power to secure a more prompt performance of the work, and undoubtedly contributed somewhat to the result that the new building was finally completed late in October, 1899. The equipment has not yet been provided, and consequently the old building is still in use, with all the overcrowding and consequent difficulties and hardships. The funds for equipment were provided for in the act authorizing the erection of the building, and specifications are now being prepared.

*Harlem Hospital.*—This Hospital still occupies a wooden dwelling-house leased by the City. It was hoped that temporary relief would be provided either by the lease of a building on adjoining property, or by the erection of an addition to the hospital. Neither of these steps has been taken, but recent action by the Board of Estimate and Apportionment gives promise of the erection of a new hospital in the near future.

*Fordham Hospital.*—Steady progress has been made during the year in overcoming the defects in the planning and construction of the new building erected by the City on a leased site disapproved by this Committee. For some months the Hospital, lacking sewer connections, was obliged to depend upon inadequate cesspools to the great danger of the health of its inmates. Connection was made with the sewer in April, 1899. The most serious trouble has arisen from an inadequate water supply, a trouble which the Hospital shares in common with residents of Fordham. The laundry work of the Hospital was done at the workhouse until late in the year, and many articles were not returned, being lost either en route to or from the workhouse, or in the laundry department of that institution.

*City Hospital.*—Marked improvement has been made at the City Hospital by providing new floors and metal ceilings, and painting the walls. The erection of water towers during the preceding year, left vacant the former bathrooms opening directly off the wards, which have been fitted up for ward dining-rooms. Notwithstanding the new windows and window-frames provided a year ago, there was more or less suffering from cold during January and February. A larger main, laid during the past year, has increased the gas supply, but it is still inadequate.

No Workhouse women are employed at the City Hospital, and only a few Workhouse men. As a result, the service throughout the institution, especially in the laundry work, is more satisfactory than in any of the institutions in which prison labor is employed.

The Nurses' Home is most seriously overcrowded, and some of its buildings are greatly in need of repairs. The Waiting Ward of the Maternity Hospital is also in a dilapidated condition.

*Metropolitan Hospital.*—The record of this Hospital has been one of constantly increasing efficiency in work carried on under serious difficulties arising from defects in the building. No important repairs or alterations have been made during the year, and this Hospital has the strongest possible claim to consideration at the hands of the city authorities during the coming year.

*Almshouse.*—The Almshouse census has shown a gratifying decrease. The management of the various departments of the Almshouse has shown a steady improvement in many directions, especially in cleanliness and order.

Some suffering from cold was occasioned by the failure to complete the steam heating apparatus before the opening of the winter season.

*Infants' Hospital.*—The Infants' Hospital has undergone extensive changes and radical improvements. The installation of new plumbing and the laying of new floors was completed in November, 1898. The installation of steel ceilings was begun in February and completed in May. The improvement in the building is reflected in the improved tone of the institution, and in the spirit of the employees.

The notable decrease in the death rate of this institution, pointed out in our last report, has continued during the past year.

The plan of boarding in carefully selected families in the country a certain number of the children has been continued with excellent results by a Joint Committee of the State Charities Aid Association and the Association for Improving the Condition of the Poor. The work of this Committee is described earlier in this report (see pages 36-39).

*Children's Hospitals and Asylums for Feeble-Minded.*—No extensive building operations have been carried on in these institutions during the past year, but under the direction of the Superintendent, a number of minor alterations and improvements have been made. Several bath-rooms have been provided, some new flooring has been laid, a kitchen and wash-room has been built in the rear of the School for Feeble-Minded, and a clothes-room in the Pavilion for Female Hopeless Idiots. The supplies in the Randall's Island institutions have been more

satisfactory throughout the year than in the other institutions in the Department. The administration of the institutions is always kept at a high standard, and reflects great credit upon those in charge. The buildings are in need of important repairs and alterations, which were fully pointed out in the report of the New York County Committee last year.

*City Lodging House.*—The City Lodging House has continued its operations during the year on the plan described in detail in the report of the New York County Committee for 1898. This institution is in sharp contrast with the former police station lodging houses and the unwholesome lodging rooms in the basement of Bellevue Hospital. It is one of the most beneficent institutions in the Department. Besides serving as a casual lodging house, it has been utilized as a dormitory for the unpaid helpers of Bellevue Hospital, in the absence of any suitable dormitories at that institution. This diversion of the Lodging House from its primary purpose is unfortunate, and it is to be hoped that it may be discontinued.

*Niagara County.*—We record with deep regret the death of Mr. R. H. James of Lockport, who has for so many years acted as our special visitor for Niagara County. As we have no other members in this County, our Committee ceases to exist with the death of Mr. James. We hope to organize a new committee in the near future. The local branch of the Women's Christian Temperance Union takes an active interest in the Almshouse, and one of its officers has recently reported to us the present condition and needs of the institution. It is said that the new building for the sick, the need of which we urged last year, has been provided, at a cost of \$8,000, and accommodates thirty-two patients. Two experienced nurses are in charge of the sick. Our correspondent reports a lack of modern conveniences for caring for the sick and says there is not yet room enough provided for them. The President of the Union holds a weekly religious service at the Almshouse, and a special service was given at Christmas time. Reading matter is provided by the Union, and during the summer the members gave the inmates a picnic. The general condition and administration of the Almshouse are considered satisfactory.

*Oneida County.*—The Committee will endeavor this fall to secure from the Board of Supervisors an appropriation for a hospital building, which is the greatest need of the Almshouse. Other improvements required are additional fire-escapes, piazzas on the second story where the feeble inmates can take the air, better ventilation and more attendants. Some painting and kalsomining, and a fire-escape on the men's side of the building, are the only gains of the past year. The annual meeting of the Committee, held October 19th, 1899, was attended by the Assistant Secretary, and the Almshouse was visited.

This Almshouse is one of the worst constructed in the State. With a population consisting of from two to three times as many men as women, the Almshouse is built on a symmetrical plan, which results in great overcrowding on the men's side and a most unhomelike bareness and waste of space on the women's side\*. There is apparently no classification of the inmates, except that the more refined women are generally given the single rooms, of which there are comparatively few for so large an institution.

The care of the sick is particularly defective. The rooms originally planned for these cases are entirely inadequate, accommodating not more than five patients in all.

Most of the sick inmates are accommodated in rooms built for smoking and sitting-rooms, which are entirely unsuitable for such a purpose. The sick are scattered over different parts of the institution; most of them are so far away from the bath-rooms, the dining-rooms, and every department which they should be near, as to make their care very difficult. There is no nurse in the institution, and the only attendants are one woman for each of the two floors. In the so-called hospitals, food was lying about on the tables and chairs, though it was in the middle of the afternoon. There was apparently no special diet for the sick. The ventilation was bad, and the whole condition of the place was most unsatisfactory.

There appears to be no place for the inmates to keep their belongings, and as a consequence, they generally tuck away all

\* Since the above was written our attention has been called to the fact that the men's department is ten feet longer than the women's department and that the building is not therefore exactly symmetrical.

their clothing and anything they possess in their beds or under them. What this institution needs more than anything else is a suitable hospital building where both men and women can be accommodated, under the direction of an efficient trained nurse. A graduate of the training school in the Utica State Hospital for the Insane would probably be capable of undertaking such work and would do it with efficiency.

Another need of the institution is fire-escapes on the women's side. As a result of the work of the Committee, the Supervisors have provided such a fire-escape on the men's side. The system is yet incomplete.

*Onondaga County.*—The Committee reports that the special need is a suitable hospital building in connection with the Almshouse. The Committee will make an effort to secure an appropriation for such a building. It has been suggested that two cottages should be built for this purpose, but we would advise against this. One well constructed building, with separate apartments for men and women, can be administered with greater economy and efficiency. The entire charge of such a hospital should be placed in the hands of an efficient trained nurse with capable paid attendants under her direction. The trained nurse who has been recently employed and who has given so much satisfaction, should certainly be retained. The sick need such a nurse just as much while they are in their present unsuitable quarters as they will when transferred to the new building. And a woman trained in the proper care of the sick will be an invaluable aid in seeing that the hospital is built according to the requirements of modern, scientific treatment, and also according to the special needs of the sick in this institution.

*Ontario County.*—The Almshouse is reported to be in good condition and well managed. The water-supply is now ample to protect the buildings against fire. There are seven fire-extinguishers and a tank containing 200 gallons of water. An abundance of nourishing, plain food is supplied for the inmates. A nurse is employed for the sick.

*Orange County.*—Alterations are being made at the Newburgh City Almshouse which will greatly improve the institution.

A house for the Superintendent has been built leaving additional space in the main building. Changes are being made which will supply a larger chapel and infirmaries for both men and women patients. The dining-room has been enlarged, and this has made possible an improvement in the serving of meals. Good storerooms have been furnished. A room has been set aside for the distribution of out-door relief. The Commissioners are now contemplating an increase in the water supply by putting in a six-inch main in place of the three-inch main now in use. It is most desirable that an efficient trained nurse should be employed to have charge of the sick after they are transferred to the new infirmaries. The sick are now cared for by the Matron who, while most efficient and conscientious, has too many other duties, and should be relieved of this very arduous one. The Committee speaks highly of the administration of the Almshouse.

An account of the valuable work for children carried out by our Newburgh Committee is given in another part of this report.

*Orleans County.*—The Almshouse continues to make progress. The improvements secured during the past year include a tramp-house, 50 yards of fence, a suitable pig-pen, repairing of the roof and cementing of the root cellar.

Seven children over two years of age have been retained at the Almshouse from six weeks to two months. It is contrary to law to receive children at all at the Almshouse and we would suggest that the Superintendent of the Poor find some good family who will board children temporarily until they can either be sent to institutions or placed-out in family homes.

*Oswego County.*—The Committee reports the Almshouse to be in good condition. Only slight repairs have been made during the past year, and there is still need of modern laundry apparatus.

*Richmond County.*—The Committee is strongly in favor of the erection of a small cottage hospital at the Almshouse for the care of chronic patients. This has been the greatest need of the institution for a long time. Fire-escapes for both the

men's and women's buildings are needed, and the water-supply should be extended to the building erected for a laundry, but not used for this purpose on account of the lack of water. A trained nurse should be provided to care for the sick.

The Committee desires to enter an earnest protest against the new policy adopted by the present Commissioner, of sending children who become destitute to institutions, instead of boarding them in families, as had been the custom in this county for some twenty years. To send children, as has been done in some cases, from the open-air life of this borough, to institutions located in the most crowded portions of the Borough of Manhattan, seems a grave injustice. The former plan had been most satisfactory in its results, both as to the welfare of the children, and as to the reduction in the public expenditure.

The Committee has under its supervision 37 children in free homes, and 39 in boarding homes. About 20 of these were boarding in families before consolidation took effect, and are still boarded in families by the Commissioner of Public Charities.

*Putnam County.*—The Committee is satisfied with the present condition and administration of the Almshouse. As the work of the Committee in connection with the Almshouse is not arduous, we would suggest their undertaking in addition the supervision of the few children boarded in private families at public expense.

*Rensselaer County.*—The Committee reports its continued satisfaction with the condition and management of the Almshouse. There is a trained nurse in the women's hospital and an experienced nurse in the hospital for men. The Committee is still interested in the question of how to find employment for the inmates. We would suggest to them a study of the English methods, especially the Brabazon system.

*Rockland County.*—The Committee reports the need of fire escapes and of better accommodations for the sick. There has been a change of management since the last report, the former keeper who had been in charge for many years having been replaced by a new man.

The Almshouse was visited by the Assistant Secretary Septem-

ber 18. The appearance of the institution is very prepossessing, for the grounds in front are attractively laid out with flowering plants and the buildings seem to be in good repair. The wards were found clean but somewhat disorderly; many of the beds in the men's building were not properly made, and "comfortables," sometimes ragged, are used too much in place of blankets. The inmates are allowed to keep their trunks, boxes and other belongings about them, and to hang their clothing on the walls. Suitable store-rooms would furnish a better method of disposing of such articles. The rule regarding weekly baths for all inmates, which is now observed in almost every Almshouse in the State, is not enforced. Suitable towels are not furnished. In the men's bath-rooms rough brown sacking is used instead. It would be well to introduce spray-baths on the men's side and enforce proper bathing rules. There are no indoor closets, and as many of the inmates are old and feeble such closets should be provided, especially on the women's side. The sick are cared for in their own rooms by a paid nurse. Among the inmates there were the usual number of idiotic, feeble-minded or otherwise defective persons, who should be provided for in State institutions.

An effort is being made to enlarge the Rockland County Committee, for the purpose of securing a sufficient number of members to undertake the supervision of children boarded in private families and institutions by the local authorities. Fifty children are boarded in private families, and about the same number in Roman Catholic institutions. About half of those who are boarded are with parents, grand-parents or other relations, and the board money is simply an undesirable form of out-door relief. These children are in 20 homes, 13 of which have been visited by the Assistant Secretary. While there are in some cases too many children boarding in one family, no children have been found in bad homes, and the system is considered well worth continuing, extending and improving. The homes compare very favorably with boarding homes visited in Nassau and Queens counties, and we feel confident that with the establishment of adequate supervision, boarding-out will be a most beneficial method of caring for the dependent children of Rockland County.

*St. Lawrence County.*—The Committee reports that new closets with modern plumbing have been secured, and are a great improvement. A new barn has been built. The special need is considered to be steam laundry apparatus.

On October 13, 1899, the Almshouse was visited by the Committee, in company with the Assistant Secretary. The buildings were in very good order and clean. The dormitories and bed-rooms presented an especially tidy appearance. There are many wooden beds on the men's side, and these should be replaced by iron beds. The beds are not all provided with springs, and a sufficient number of good woven wire springs should be furnished. The hospital department consists of two good sized dormitories on the top floor, with dining-rooms opening out of the wards, and beyond the dining-rooms, bath-rooms. The patients are left almost entirely to the care of other inmates, and the great need of this hospital is a nurse to take charge of both of these dormitories. They are at present separated only by a hall, and the doors are left unlocked, and as the men occupy one dormitory and the women the other, there cannot be said to be complete separation of the sexes.

There is no suitable accommodation for idiots, and no facilities for giving them proper care. The number of idiots and feeble-minded inmates at this institution is certainly excessive for the size of the institution, and it would be well to inquire whether St. Lawrence has its quota at the different State institutions for the feeble-minded and the idiotic.

There seem to be no paid attendants for the inmates, the only paid employees, in addition to the Keeper and the Matron, being a woman cook and two men on the farm. The Matron would welcome the appointment of an Assistant Matron who would relieve her of many uncongenial duties, and it would be very wise to appoint in this position a woman who had had training as a nurse, for instance a graduate of the training school of the St. Lawrence State Hospital for the Insane, who would bring to bear on the management of this institution an orderliness and scientific care that cannot be expected of the present employees.

The separation of the sexes at this institution is not complete. There is no fence between the men's yard and the women's yard, and the inmates apparently wander at will over the place.

One great annoyance is the admission of Workhouse cases to this Almshouse. There are now three inmates who have been committed for drunkenness, and who are a disorderly element, hard to control, and inclined to take advantage of the other inmates by making them run errands, etc.

There is in the Almshouse a dark cell where troublesome cases are sometimes isolated. It would be better if a light cell were used for this purpose, and as there are plenty of grated rooms where the insane were formerly cared for, it would be very easy to shut up troublesome cases in this way.

The laundry machinery is very old-fashioned, consisting simply of hand-tubs. As there is already adequate steam, it would be very easy to make a connection, and modern steam laundry machinery could be introduced with very little trouble or expense. There are so few able-bodied inmates in this institution that labor saving appliances are desirable.

*Schenectady County.*—No steps have been taken to build a new Almshouse, which is so urgent a requirement in this County. The management is good and the inmates are made as comfortable as possible under the present conditions. During the year steam heat has been introduced.

*Seneca County.*—One of the needs reported by the Committee last year, a new horse-barn, has been provided. The need for better protection against fire is still imperative. Improved laundry apparatus is needed also.

The annual meeting of the Committee held in Waterloo on October 10th was attended by the Assistant Secretary. Special interest in work for children was manifested and after an interesting discussion of the proper methods of undertaking such work, it was decided to ask the Board of Supervisors to report to the Committee for investigation, all cases of children who become public charges, the Committee to report to the Central Office cases suitable for placing-out in free family homes.

*Steuben County.*—The Committee reports the great need of the Almshouse to be the improvement of the water supply. Many other needs are dependent upon this. The engine which has been used to pump water into a tank on a hill near the buildings

is in such a poor condition as to be almost worthless. In the opinion of the Committee, the only permanently satisfactory way of getting water is to make a connection with the Bath water works. If such a method were decided upon, it might be possible to employ tramps and able-bodied inmates in digging the trench for the pipes. When a sufficient supply of water is furnished, hose should be procured to use in case of fire, modern laundry machinery should be introduced, and water-closets should be provided in the building for women. Other needs are an improvement in the ventilation of the hospital, and covered walks between the different buildings. During the past year the drainage has been somewhat improved. The general administration of the institution is commended. We regret to see that 9 children between 2 and 16 years of age have been received at the Almshouse, contrary to law. These children were later placed in the Susquehanna Valley Home or in private families. We would suggest that the Superintendent should board such children temporarily with some family. This would give him time to see what permanent provision could be made for them, without breaking the law concerning the reception and retention of children in Almshouses.

*Suffolk County.*—The Committee reports the Almshouse to be in its usual excellent condition under the able management of the experienced keeper and matron who have served for twelve years.

The Almshouse was visited by the Assistant Secretary on May 25th. The second floor of the hospital building has been fitted up for women, and here were 4 patients suffering with communicable diseases. There was a nurse's bed-room opening out of the ward which these patients occupy, and it was said that a special nurse would be employed to care for them.

The Children's Home has been, since April 1st, under the management of a new Superintendent, who was formerly employed as Assistant Keeper at the Almshouse. The former management was unsatisfactory, and was partly responsible for the bad conditions which we have reported for several years. It is to be hoped that under the new Superintendent and Matron the

standard of care will be greatly raised. The Home was visited by the Assistant Secretary May 25th. The census had been reduced to 46, and, as 6 of the children were being boarded at the Home temporarily by their father, while their mother was undergoing treatment at a hospital, the ordinary inmates numbered only 40. The daughter of the Superintendent was acting as teacher, and seemed superior in intelligence and training to any of the previous teachers. She feels the need of assistance for the younger children, and is desirous of having a kindergarten teacher employed.

*Tompkins County.*—A ward for contagious diseases is being built. The special need is a nurse for the sick. At present the care of the sick devolves upon members of the Keeper's family, with what help they can get from the more efficient inmates. The condition and management of the Almshouse are reported to be very satisfactory.

During the year 6 children, between 2 and 16 years of age, have been kept at the Almshouse for a few days, contrary to law. Five of these children were sent to the Susquehanna Valley Home, and one will go to the Rochester Industrial School. Children who are to be placed in institutions should be transferred directly from their homes without passing through the Almshouse, and children for whom it is hoped that family homes may be provided should be boarded temporarily with some private family.

*Wayne County.*—The Committee reports that a larger supply of water in very dry seasons is needed. The barn has been shingled during the past year, but no other improvements have been made. We would repeat our suggestion that a trained nurse resident in the hospital would greatly increase the efficiency of the management. At present the hospital shares the services of the woman attendant who has charge of the women in the main building.

*Washington County.*—The Committee reports that the special need continues to be better means of protecting the buildings against fire. In other respects the institution is reported to be in good condition and well managed.

*Westchester County.*—The new hospital building will probably be completed and occupied by the end of the year. While in process of construction it was visited by different members of the Committee on several occasions, and twice by the Committee together with the Assistant Secretary, at the time of the regular semi-annual meetings, in June and October. The hospital will be a valuable addition to the Almshouse, but unfortunately there are many defects in its construction, which, if not remedied, will make it less useful than it might be. The initial mistake was in making a three-story instead of a two-story building. Notwithstanding the height, the plans do not provide for an elevator, and the operating-room is on the top floor. Another need is piazzas to make it possible for the feeble inmates to get the air. There is a small front porch, but there are no piazzas. No dining-room has been provided for, and as a large proportion of the patients will probably be walking patients, there should be a good dining-room for such cases. It is intended that those strong enough shall go to the main building for their meals—an evidently undesirable arrangement, especially as there is no covered walk between the buildings. In the basement of the building there is a kitchen where special diet will be prepared for the sick. A very large part of the basement is to be used as a vegetable cellar. This is a most unsuitable use of a basement room, especially in a hospital building. The mistake has been made of having the hospital face the south, so that the sunny rooms are all occupied for administration purposes, while the patients' wards are in the rear.

The operating-room on the top floor is a large, airy, well-lighted room in the front part of the building. It is to be fitted up with modern appliances. It is understood that \$800 has been appropriated for furnishing the hospital. Good iron beds with woven wire springs and hair mattresses will be used throughout, and a large number of rocking chairs have already been procured, so that each patient can have one. Fire-escapes are to be put on the outside of the building. Piazzas would have answered this purpose very well, but, if there are to be no piazzas, fire-escapes are indispensable.

The hospital is to be placed under the care of a trained nurse, who will act under the direction of a physician, and will herself

direct the work of a paid man and a paid woman attendant. Both the doctor and the nurse will reside in the hospital.

When the hospital is completed and occupied, an effort will be made to classify the inmates of the Almshouse. The old wooden building now occupied by tramps will be torn down, and this class will be provided for in quarters over the wash-house. The Committee advocates the introduction of spray baths in place of the tubs used at present. Owing to the large number of inmates in this institution, the small number of tubs, and the time expended in filling the tubs, it is impossible to carry out the rule of bathing all inmates weekly. With spray baths the bathing of the inmates would be greatly facilitated.

During the year 249 Westchester County children have been committed to institutions, and 32 have been placed-out in family homes.

*Yates County.*—The Committee reports that there is still no adequate means of protecting the building against fire. There are no fire escapes, and the water supply is insufficient for these purposes, as well as for household needs. The improvements of the past year have been repairs to buildings, and include a cement floor in the basement, a tin roof, and additions to the farm buildings. Better facilities for caring for the sick are needed. At present outside help is employed in cases of serious illness, but as most of the inmates are feeble, the employment of a competent nurse would add much to the efficiency of the administration. The management is considered very satisfactory.

#### STATE CHARITABLE INSTITUTIONS.

We regret that owing to the pressure of other duties, we are not able at this time to give a detailed report of the condition and needs of most of the State charitable institutions. One fact, however, which is brought forcibly to our attention by our visits to the County Almshouses, and our conferences with and reports from County Committees, is the inadequacy of the accommodations in several of the State institutions for the needs of the classes for whom they are intended. The numbers of idiotic, feeble-minded, and epileptic persons in almshouses are sufficient

evidence of the incompleteness of the system of State care of these defectives.

We submit detailed reports upon three of the institutions.

*Newark State Custodial Asylum.*—The quarterly visitation of this institution by our two local visitors has been continued during the past year. Full reports of the condition and administration of the Asylum have been forwarded at regular intervals to the central office. The census according to all the recent reports shows an excess over the capacity, and the need of additional buildings for the accommodation of applicants awaiting admission is more urgent than ever. The unfortunate postponement of the building of the new cottage, which was mentioned in our last year's report, still continues. We understand that the delay, which was caused by a disagreement some time ago among the members of the Board of Managers as to the location of the new building, continues, because the recent rise in prices makes it impossible to erect the cottage for the amount originally appropriated for the purpose.

Our visitors have found the institution always in excellent condition and commend the efficiency of the management. There is in all departments evidence of thrift and forethought. Much conscientious effort is given to the economy of labor and supplies. Careful attention is paid to the physical condition of the inmates; they are weighed every three months, and if a loss of five pounds is reported, the case is referred to the resident physician.

Some alterations and improvements to the hospital building are needed. There is now no operating-room, and no morgue or room where dead bodies can be cared for without interfering with the bath-room. The kitchen is exceedingly small and badly ventilated, and there are no means of carrying away slops or refuse, except through the front door, or through the rooms occupied by patients. The Superintendent has asked for alterations which will improve the hospital in all these respects. The sewing-room is too small for the numbers using it, and is situated over the kitchen, an undesirable location in summer. Our visitors suggest the desirability of adding an industrial building to the equipment of the institution. Among the improvements

of the past year is a change in the closets which makes possible a better ventilation of the clothing. Portable clothes bars have been furnished, and on these the night clothing is aired during the day, and the day clothing during the night.

The unfortunate friction between the Superintendent and the Resident Physician has undoubtedly interfered with the most efficient administration of this institution.

*Thomas Orphan Asylum for Destitute Indian Children.*—This institution was visited by the Assistant Secretary October 18, 1899. There were 112 inmates, about half being girls. Two new buildings have recently been added—one an administration building, costing \$25,000, and a dining-room and amusement building, costing \$23,000. The handsome, well-constructed administration building is occupied by the offices and living apartments of the Superintendent and employees. The dining-room building is practically completed, but has not yet been formally opened. This building contains a kitchen and a large, airy dining-room for the children, with an amusement hall above. It is proposed to put up three more buildings—a school-house for \$11,000 and two dormitories for \$10,000 each. The appropriation has already been made for these buildings, but, owing to the rise in the price of labor and materials, it will be impossible to construct them with the amount appropriated, and the matter will be delayed until the Legislature can be asked for additional money. These buildings are needed, for the existing dormitories and school-house are antiquated, and, while kept in good order, are illy ventilated and unsuitable for occupation, especially by children who are as liable to lung trouble as Indian children.

When the new school house is built, the cottage now used for the kindergarten and Sloyd work will be converted into a hospital and will make a very good one. It contains a little kitchen where special diet can be prepared. A regular nurse will be employed when the hospital is fitted up. Sick children are now nursed by the attendants.

The children seemed to be well cared for and well trained. There were five attendants, who act as nurses for the children, make and mend their clothes, and keep the building in order.

The teachers are five in number—two for the common school branches, one for the kindergarten, one for Sloyd work, and one for music. The children attend school half a day, and are given industrial and Sloyd training the other half. The industrial training is of a practical nature, and is given generally by setting the children to help the employees. We would suggest that there might be in addition regular classes for the girls in cooking, laundry and other housework, as there are now sewing classes, and for the boys some systematic instruction in agricultural and mechanical occupations.

It is, of course, practically impossible to place-out any number of young Indian children in free family homes, and the Asylum is justified by the unusual conditions, in retaining the children for longer periods than would seem wise in ordinary orphan asylums. Many of the children are placed-out to work when they have completed their education, and the Superintendent and the Matron maintain a supervision over them through correspondence and personal visits. Those who do well in their school work are, after graduation, generally sent to the institution at Carlisle for further training.

The general impression received from visiting this Asylum is very favorable. For so large an institution the atmosphere is remarkably homelike, and the children, though well governed, have none of the unduly suppressed and restrained manner of many institution children. The management appears to be efficient and kind.

#### CRAIG COLONY FOR EPILEPTICS.

As many of our members, both of the Central Association and of the County Committees, rendered valuable assistance in securing the legislation by which this, the youngest and perhaps most hopeful of the State charitable institutions, was established, they will be interested in its progress during the past year.

On October 1, 1898, there were 322 colonists under care. During the year ending October 1, 1899, this number was increased by admitting 95 new cases—40 men and 55 women. During the same period 39 were discharged, either as recovered, improved, unimproved, died or transferred as insane to some other institu-

tion, leaving on October 1, 1899, 378—173 men and 205 women—a gain of 56 during the year. This gain was limited entirely by the facilities for accommodating patients at the Colony. The pressure for new admissions is greater now than it has been at any time in the history of the Colony. There yet remains several hundred indigent epileptics in county institutions and indigent homes, to be provided for.

The death rate at the Colony during the past year was less than two per cent., and is accounted for by the fact that the colonists live in an isolated community and are obliged to lead regular and systematic lives.

The results of treatment at the Colony are summed up as follows:

FIRST.—In cures effected.

SECOND.—In the very marked and general reduction in the number and violence of seizures.

THIRD.—In the great physical improvement, often amounting to a complete physical regeneration in many cases.

FOURTH.—In the steady growth of the idea of colony life.

FIFTH.—In the material increase in the number and ability of colonists to become useful factors in the Colony's every day life.

In view of the fact that epilepsy is so infrequently cured, probably the most gratifying result of the treatment at the Colony during the past year was the great general improvement in such a large number of cases, an improvement so marked as to make persons previously regarded as hopeless or incurable able to take an active part in the daily life of the institution, and so lessen materially the cost of their maintenance.

The chief improvement during the past year has been the completion of a group of eleven buildings for women on the east side of Kishaqua Creek.

It was expected that these buildings would be ready for occupancy by October 1, 1899, but delay in installing the sewerage and water systems will postpone the opening of these buildings until early in 1900. This group of buildings was designed by Messrs. Carrere & Hasting, of New York City, and vary in capacity from 14 to 40 patients each. Only two of them, however, provide for 40 patients. These are for children. They contain

on the first floor ample provision for school work, for Sloyd work, for kindergarten work, for manual work; in fact, they contain everything that is needful for the education, amusement and scientific treatment of the epileptic child.

In appearance these buildings differ radically from the usual type of detached buildings seen at many institutions. They are pure white in color, with green blinds and red roofs. A new group for men, comprising four buildings that will provide for from 24 to 28 patients each, is now going up on the Village Green. When all buildings now under way are completed, the capacity of the Colony will be for about 720 to 750 colonists.

The school work of the past year has been conducted with great care and with excellent results. It is diversified in character, embracing kindergarten work (chiefly for the young girls); night school, which numbers of the older patients attend; nature study; manual training; Sloyd instruction, and regular industrial and trades schools. Great stress is laid on the importance of the manual and industrial education of the epileptic; but this is not done at the expense of as much intellectual education as it is felt desirable to give this class of people.

## LEGISLATION.

As in previous years, the Association made it its duty to carefully examine all bills introduced in either branch of the Legislature affecting the administration of charity. Important measures were referred to appropriate committees of the Association, and in a number of cases action was taken by the Board of Managers favoring the passage, amendment or defeat of various measures. The past year was a notable one as to the number of bills introduced relating to charitable institutions, and the persistency with which many of them were urged. A writer for the *Charities Review* has pointed out that, of a total number of nearly 4,000 printed bills, 217 related to charitable matters, or more than 5 per cent. of the whole number. These 217 bills include duplicates and reprints of amended bills. The total number of different propositions submitted to the Legislature relating to charities was about 100. It is quite impossible, within the limits of our report, to do more than

outline the action taken by the Association in regard to the more important measures. It should be said that, as a whole, the outcome of the legislative session was extremely favorable. Comparatively few bills relating to charities were passed, and these were, almost without exception, such as to commend themselves to an enlightened public sentiment. The undesirable bills, of which there were a large number, were almost uniformly defeated, and along with them, unfortunately, two or three which should have secured favorable action.

*"Destitute Mothers'" Bill.*

Our reports of the last two years have told of the introduction of a bill known as the "Destitute Mothers'" Bill. In brief, the bill provided that children who had been committed to institutions might be returned to their parents by the Society for the Prevention of Cruelty to Children, and that thereafter the Comptroller should pay that Society, to be handed by it to the parents of the children, the same amount of money that the institutions had theretofore been receiving for them. The Society was to be empowered to take the children away from their parents, and return them to the institutions at any time during their minority, if in the judgment of the Society the interests of the children would be benefited thereby. The measure was opposed in 1897 and 1898 by practically all the organized charities of New York City. However widely they differed upon many other subjects, they were agreed that this bill was unwise in principle, and would be harmful in operation. Their protests were successful.

In 1899, the bill was introduced in a modified form; it was made to relate only to children of widows, and to the Boroughs of Manhattan and the Bronx. The Department of Public Charities, instead of the Society for the Prevention of Cruelty to Children, was named as the authority which might return children from institutions to their parents and again remove them to institutions. Although in these particulars the bill was less objectionable than before, its essential feature, a disguised form of public out-door relief, was still retained. This is directly opposed to every sound principle of charity adminis-

tration, reached after long years of experience. It was especially unnecessary in view of the recently established co-operation between the Charity Organization Society and other societies and the Department of Public Charities, in assisting worthy parents, who have applied for the commitment of their children on account of poverty, to continue to care for their children in their own homes. Aside from the unwisdom of the bill, the last argument that could possibly be brought forward in its favor was removed when this co-operation was made effective. The bill was opposed by the Association and by other charitable societies. It was reported adversely by the Senate Committee, and although the Senate disagreed with the adverse report and advanced the bill, it did not reach the order of final reading.

It is to be hoped that this proposition, prompted, undoubtedly, by benevolent motives, but certain to lead to most harmful results, having been defeated in three successive years, will cease to be a matter of contention before the Legislature.

#### *Free Coal Bill.*

Our last report contained an account of a bill having for its purpose the renewal of the free distribution of coal by the Department of Public Charities of New York City, a custom which had been discontinued by the provisions of the new Charter. Although, after careful consideration, the Legislature of 1898 refused to pass the measure, it was again introduced in the Legislature of 1899. In 1898 the bill succeeded in passing the Assembly, but was defeated in the Senate. In 1899 the bill was not even reported by the Assembly Committee, and a motion to discharge the Committee from further consideration of the measure failed of adoption.

The large amounts contributed by benevolent citizens and private organizations for the relief of the poor during the past winter, specially during the blizzard season, are further proof, if proof were needed, of the ability of private charity to meet the needs that arise for the material relief of the poor in their homes. To appropriate public funds for this purpose would be simply to discourage private charity, to set in motion a force that everywhere tends to diminish the self-respect of the poor and to encourage political corruption. The Association was un-

able to appear at the hearing upon this bill, but sent a brief expressing its views in opposition.

### *Bills Passed.*

Among the bills which received favorable consideration at the hands of the Legislature and the Executive were the following:

1. The bill repealing the special law under which the poor were cared for by the contract system in Montgomery County, already referred to, see page 4.

2. A bill conferring upon the Board of Estimate and Apportionment of New York City full authority in the matter of appropriations to private institutions. The Revised Constitution of 1894 prohibited the Legislature from thereafter *requiring* any county, city, town, or village to appropriate funds to any institution wholly or partly under private control, but each year a number of institutions sought to be added to the list to which appropriations were authorized, or to have the allowance granted to them increased. The Chairman of the Cities Committee of the Senate before whom these bills came, introduced a bill authorizing the City to appropriate funds to private institutions in its discretion, his purpose being to avoid the necessity of considering each year a large number of special bills relating to this subject. As introduced, the bill provided that the City might grant appropriations to institutions not already on the list, and might increase but should not diminish the sums heretofore authorized to be paid to private institutions. A communication was addressed to the introducer of the bill, setting forth the undesirability of making possible an unlimited increase of public subsidies, while at the same time prohibiting the city authorities from discontinuing or reducing the former appropriations, no matter what changes might occur in the management or character of any of the numerous institutions to which mandatory payments were made. The bill was amended so as to provide that the Board of Estimate and Apportionment might either increase or diminish the amounts formerly given. While this Association was in no way responsible for the introduction of this bill, or for its passage, it is of the opinion that the principle of the bill is correct

and that its practical operations are likely to be more satisfactory than those of the former system, or rather lack of system.

3. A bill requiring the State Board of Charities to pass upon plans for new buildings or additions to State charitable institutions. As introduced, this measure required the approval of the State Board of Charities for the plans of all charitable institutions public or private. For some years such approval has been required for plans of county, city, and town almshouses. A communication was addressed to the introducer of the bill, pointing out the undesirability of requiring approval of the plans of private charitable institutions of all sorts by the State Board of Charities, and suggesting that the bill be amended so as to relate only to almshouses and State charitable institutions. It was stated later that this was the original intention of the introducer of the bill. The bill was amended in this direction and became law.

Among other bills which became laws were the following:

A bill authorizing cities of the first class to establish hospitals for consumptives outside of their corporate limits.

A bill repealing Chapter 711, Laws of 1894, relating to the commitment of destitute and delinquent children in Kings County. The law of 1894 was framed and its passage secured by the Kings County Committee of this Association, but its repeal was not opposed, because its important features had been substantially re-enacted in the present Charter of New York City.

A bill creating a Commission to select a new site for the State Industrial School. The present site in the City of Rochester has become too valuable to be longer used for these purposes, and a country site would be more advantageous for the institution.

A bill for the incorporation of the Salvation Army, and authorizing it to establish various institutions of a charitable character.

A bill for the licensing and regulation of dispensaries by the State Board of Charities.

A bill in the form of an amendment to the Finance Law, authorizing the President of the State Board of Charities and the Comptroller, with the written approval of the Governor, to classify into grades the employees of the various State charitable institutions, and fix their salaries. This bill, which was an

amendment to the State Finance Law, did not come to the notice of the Association until after its passage and approval by the Governor.

*Bills not Passed.*

Among the bills that failed of passage were two to which the Association gave its hearty support. These were:

1. The amended Cumulative Sentences bill, already referred to in the report of the Committee on Pauper Delinquents.
2. A bill for the establishment of a State Hospital in the Adirondacks for incipient cases of consumption, already mentioned in the report of the Committee on Hospitals.

Among other bills which failed of passage, were the following:

Early in the session a bill was introduced, at the request of the President of the New York Society for the Prevention of Cruelty to Children, proposing to exempt religious and educational institutions and corporations for the prevention of cruelty from the visitation, inspection, and supervision of the State Board of Charities. A companion bill declared that societies for the prevention of cruelty to children were subordinate governmental agencies, that they did not require the approval of the State Board of Charities for their incorporation, were not subject to the Rules and Regulations established by the State Board of Charities, nor to visitation, inspection, or supervision by that body. After full consideration of these measures by the Board of Managers at its January meeting, it was the opinion of those present that all charitable institutions should be subject to the visitation and inspection of the State Board of Charities, and should be required to make annual reports to such Board; that societies for the prevention of cruelty to children are charitable societies; that religious and educational institutions are not subject to the supervision of the State Board of Charities unless they carry on charitable work, and that so far as they do engage in charitable work, they should, to that extent, be subject to the inspection of the State Board of Charities, and should make reports to such Board. These views were communicated to the Committee which had the bill under consideration. After an amendment, striking out the reference to religious and educational institutions, so as to make the bills refer

only to corporations for the prevention of cruelty. they were favorably reported by the Senate Committee. Vigorous opposition arose in many quarters, and the bills were not progressed to the order of third reading. Near the close of the session a bill emanating from the same source was introduced, which provided that any institution, society, or officer thereof, or individual, claiming to be aggrieved by reason of any regulation, rule, or requirement made by the State Board of Charities, or by any officer or inspector thereof, might appeal therefrom to the Supreme Court. Upon careful examination, it appeared that the language of the bill was of such a sweeping character that it would enable any officer or institution to delay inspection by the State Board of Charities indefinitely, if not to defeat it altogether. Although the bill was favorably reported from Committee, it did not pass either branch of the Legislature.

Among the bills introduced early in the session was one containing a revision of the Education Laws of the State. Among other provisions, it placed institutions for the blind, and for the deaf and dumb under the exclusive jurisdiction of the Department of Education, removing them entirely from that of the State Board of Charities, which under statutory authority had visited these institutions since its establishment in 1867. The bill incidentally deprived this Association also of its right of entrance to the State Institution for the Blind at Batavia, this being the only institution for the blind or the deaf and dumb owned by the State. The bill was referred by the Board of Managers of this Association to a Special Committee which gave it careful consideration, and which reached the conclusion that in attempting to remove institutions for the deaf and dumb, and for the blind, from the inspection of the State Board of Charities, the bill not only was in conflict with the recent decision of the Court of Appeals declaring an institution for the blind to be a charitable as well as an educational institution, but also was in conflict with sound public policy. There are eight institutions in the State for the training of deaf mutes, all of which are under private management, but are largely supported by public funds, most of them deriving by far the larger part of their income from this source. There are two institu-

tions for the blind—one a private corporation in New York City, one of the oldest institutions in the State, largely endowed but also receiving considerable sums from public funds for the maintenance of public charges; the other a strictly State institution located at Batavia. Aside from the legal aspect of the case, concerning which it seemed to our Committee there could be no doubt, it also seemed clear that it would be a mistake to remove all of these institutions from the safeguards of visitation and inspection by the State Board of Charities. The Department of Education naturally takes cognizance of the educational work of such institutions, while the State Board of Charities would naturally inquire into many important matters not directly connected with educational work. While some of these institutions are among the most honored and beneficent in the State, there are others whose condition and management has not been above criticism, and from which, in the opinion of our Committee, it would be a serious mistake to withdraw any of the influences that make for the correction of abuses. Nor did it seem to the Committee that any serious harm was likely to result to the inmates of such institutions from their classification as both educational and charitable. On the contrary, it seemed more likely that harm would result from disguising the fact that the free maintenance of pupils in these institutions by the public, does partake of the nature of charitable assistance to the parents of such children. A number of hearings were had upon the bill, but it failed to reach the order of final reading, largely, it was understood, owing to differences of opinion on its more important features, as to the relative powers of the Board of Regents of the State University and the State Superintendent of Public Instruction.

A bill was introduced in the Assembly by a representative from the Borough of Queens, proposing to create a local Board of Public Charities in and for that Borough. As to administration, the bill proposed substantially to restore the Borough to its status prior to consolidation with New York City. It also proposed to renew the system of giving public out-door relief. In both of these particulars the bill seemed to us unwise. The provisions of the new Charter with regard to the Department of

Public Charities had not been in operation for a sufficiently long time to prove their merits or defects, although so far as we had been able to ascertain, its operations were, on the whole, satisfactory and beneficial, except as to dependent children in the Borough of Richmond. As to the renewal of public out-door relief, there seemed to be no more necessity for this step in this Borough than in the Borough of the Bronx, in which out-door relief, except as to coal, was discontinued upon annexation to New York City some years ago, or the Borough of Richmond, in which out-door relief was discontinued at the same time as in the Borough of Queens. In both these Boroughs the resources of private charity have proven to be adequate to the need, when properly organized. The sudden discontinuance of out-door relief in the Borough of Queens had undoubtedly led to cases of apparent hardship, but it was not to be doubted that the natural charitable resources of the community, the aid of relatives, friends, neighbors, churches, and benevolent organizations, would meet the need as soon as the new state of affairs became generally known. The effort to revive the public out-door relief system in Queens was naturally to be expected, and was in itself rather a proof of the evil of the former system in undermining the desire for and the capacity for self-support, than a proof of the need of its continuation. This view was taken by the Legislature, and the bill was not passed.

At the very close of the session a bill, which had been before the Legislature in 1898, and which did not seem likely to be advanced, unexpectedly passed both houses, and came before the Mayor of New York City for a hearing, before its passage in either House had become generally known. This was a bill for the establishment of a Board of Lunacy Examiners in the Department of Public Charities of New York City. It provided for the establishment of a Board of eleven Lunacy Examiners, four in the Boroughs of Manhattan and the Bronx, four in the Boroughs of Brooklyn and Queens, two in Richmond, and one, a Chief Examiner, to be selected from the city at large. The Chief Examiner was to receive a salary of \$5,000, and the other ten, \$3,500 each. There would thus be created a salary list of \$40,000 per year as compared with \$6,800 under the present

plan. At present there are two Examiners in Manhattan and the Bronx, two in Brooklyn and Queens, and in Richmond the Examiners receive a fee of \$10 for each examination, the total number of commitments from the Borough being about thirty per year. Inasmuch as our visitors to the New York and Brooklyn institutions had seen no evidence that a larger number of Examiners was needed, and since this impression was further and more strongly confirmed by a careful study of the matter as soon as the passage of the bill became known, a brief was prepared, and a committee appeared before the Mayor in opposition to the bill. The committee consisted of a member of the Standing Committee on the Insane, the President of the New York County Committee, and the Secretary of the Association. The bill was also opposed by a representative of the District Attorney of New York County, and was favored only by one of the Lunacy Examiners of the Borough of Brooklyn. The bill was disapproved by the Mayor, and as the Legislature had adjourned, such disapproval was final.

Another bill which was urged upon the Legislature with great vigor and earnestness provided for the establishment of a State Industrial School for Girls. This institution was not to receive destitute or delinquent girls, as such, but simply those who were in need of industrial training, who were not eligible for admission to any other institution, and who resided in the tenement house districts. It was the opinion of the Association that the bill involved a confusion of educational and charitable purposes; that the industrial training contemplated by the bill could better be afforded by day schools, and that those who were to receive such training should not be required to become inmates of a public institution and subjects of public support, especially in view of the altogether extraordinary number of children in this State who are already under institutional care. The bill passed the Assembly but was not reported by the Senate Finance Committee.

Among other bills which failed of passage were those providing for the establishment of a State Home for the Aged, and for the appropriation of State funds for the maintenance of a certain number of inmates at the Loomis Sanitarium for Consumptives.

## PUBLIC AID TO PRIVATE CHARITIES.

Chapter 196, Laws of 1899, known as the Stranahan bill, already alluded to in our report on Legislation of 1899, authorized the city to increase or decrease the amounts heretofore paid to private charitable institutions, and to add new institutions to the list receiving city funds without special legislation. In considering what plan the city should adopt in view of the new power granted to it the Comptroller addressed a letter to this Association, among others, inviting suggestions with regard to a proper regulation of such appropriations. This letter was laid before the Board of Managers of the Association at its meeting held May 2d. A Special Committee, consisting of Prof. George F. Canfield, Hon. Charles S. Fairchild, Mrs. William B. Rice, Mr. Alfred T. White and the Secretary of the Association, was appointed, with power, to study the subject and to submit suggestions on behalf of the Association. A table was prepared by the Secretary showing the amounts appropriated by the city to various classes of institutions in 1899, and the number of institutions of each class sharing in the appropriations. A summary of the totals is as follows:

	Number of Institutions.	Amount.
Children's Institutions.....	51	\$1,665,723 76
Infants' and Foundling Asylums.....	7	551,050 18
Maternity Hospitals.....	12	54,822 78
Hospitals.....	60	271,550 40
Dispensaries.....	33	37,904 35
Reformatories for Women.....	6	40,604 08
General Relief Societies.....	22	19,250 70
Homes for the Aged.....	15	20,796 32
Corporate Schools, mandatory.....	28	205,000 00
Institutions for Defective Children.....	15	206,197 33
Miscellaneous.....	33	176,723 91
All Institutions.....	282	\$3,249,623 81

After a very careful study of the general subject, and also of the situation as existing in New York City, the Committee submitted ten recommendations, as follows:

1. All appropriations to private charities should be made in the annual budget from the General Fund. The Excise Fund

and the Theatrical and Concert License Fund should not be contributed to charitable institutions, but should be turned over to the General Fund for the reduction of taxation.

2. The city should make no appropriations for the maintenance of persons, whether dependent children, hospital patients, inmates of homes for the aged, or others, except such as are accepted as proper public charges by the Department of Public Charities, after due investigation of the circumstances of such persons; and should pay for such persons only for such periods of time as are approved by the Department of Public Charities. This suggestion, however, should not apply to persons committed by courts or magistrates upon conviction of offenses.

3. All institutions and societies should receive the same rate of payment for the same class of inmates, except that the *per capita* rate should diminish as the number of inmates increases.

4. The city should make all payments to children's institutions and hospitals at a *per capita* rate, instead of making an appropriation of a gross amount, as is now done in some cases. If appropriations are made to institutions other than children's institutions and hospitals, such appropriations should, whenever practicable, be at a *per capita* rate, rather than in a gross amount.

5. Payments to corporate and industrial schools should be on a *per capita* plan, based on the number of pupils attending the school. Ultimately these pupils should be provided for in the public school system, and the administration of charity separated entirely from the work of public education.

6. Appropriations to dispensaries might wisely be discontinued, though, in order to prevent hardship, each institution might receive in 1900 an appropriation of one-half the amount received by it from city funds during 1899. If, however, it should be decided not to discontinue appropriations to dispensaries, we suggest the following regulations:

1. That no new dispensaries be added to the list receiving public funds.

2. That no dispensary should receive in any year from public sources more than one-half the amount received by it during the preceding year from voluntary contributions,

nor, in any event, should it receive more in any year than it received in 1899.

7. When the city maintains institutions in its own Department of Public Charities for special classes of cases, and these institutions are not filled, the city should not pay for the same class of cases elsewhere.

8. The city should definitely adopt and announce the policy of not making appropriations to general relief societies and other agencies for helping the poor in their homes. To avoid hardship, it might appropriate to such institutions for the year 1900 one-half of the amount received by them from the city during 1899, announcing that no such appropriations would thereafter be made.

9. In cases of miscellaneous institutions to which appropriations have heretofore been made in gross amounts, we suggest that, whenever practicable, these appropriations be placed on a *per capita* basis, and that appropriations which cannot be made on a *per capita* basis be discontinued after 1900, the appropriation for 1900 being in each case one-half the appropriation for 1899. If, however, it is decided not to discontinue these appropriations after 1900, we suggest that the following regulations be adopted:

1. That no new institutions be added to this list.

2. That no such institution receive from public funds more than one-half the amount received from private sources during the preceding year, nor in any event more than it received in 1899.

10. The present total appropriations to hospitals and homes for the aged should be regarded as a maximum, and should be gradually reduced.

With each recommendation was submitted a careful statement of the arguments therefor, and of the probable results of its adoption.

The general conclusions of the Committee in regard to the merits of the subsidy system, present laws, conditions, customs and traditions aside, were stated in the closing paragraphs of the communication as follows:

"In conclusion we desire to state that a careful study of this question has convinced us that the plan of granting public subsidies to private institutions has inherent and grave dangers which it is impossible to obviate, and that no plan can be devised which will insure wholly satisfactory results. We find that appropriations of public funds to private institutions inevitably tend to diminish and discourage private charity; that the system confuses the duties of the public authorities and of private citizens and private organizations, and prevents any clear division of the field as between public and private effort; that it encourages the growth of privately managed but publicly supported charities to an unlimited and harmful extent; that although often apparently economical in the beginning, it is always in the long run enormously expensive; that it indirectly prevents a proper equipment and maintenance of the public charitable institutions; and that its permanent disadvantages far outweigh any immediate and temporary benefits that may be derived when the system is first established.

"We hope, therefore, that the city authorities, having practically full authority over the subject, will at once begin to reduce the amount so appropriated, and will look forward to an absolute and final discontinuance of the custom at some future date, when proper public provision has been made for all public dependents.

"So far as children's institutions are concerned, no radical change can be made until some other system has been established, nor should any be attempted until the present effort to regulate subsidies has had a full and fair trial. If the present efforts to exercise a rational and proper control over these subsidies should fail, then some other system should be adopted. The remarkable success of public systems of caring for destitute children in many States of the Union afford every reason for believing that a satisfactory system of public care for children could be established in this State, if such a step should become necessary.

"Meanwhile the suggestions offered by us above will, in our opinion, if adopted, minimize the evils and dangers that are inherent in the subsidy system."

On September 1, 1899, the Comptroller submitted to the Board of Estimate and Apportionment a carefully prepared and exceedingly valuable report upon the subject, pointing out the inequalities and evils that had grown up, and making various suggestions for their correction. The report was accompanied by elaborate statistical tables, and by communications sent to the Comptroller by the State Board of Charities, the New York Medical League, the Charity Organization Society, and the State Charities Aid Association.

The recommendations of the Comptroller to the Board of Estimate and Apportionment included the following:

1. All appropriations for charitable purposes should be included in the annual budget.
2. Public money should be disbursed only upon a basis of *pro rata* payment measured by specific services performed, and this basis should be made uniform for all institutions performing similar work.
3. There should be a larger number of Examiners of Dependent Children in the Department of Public Charities, 5 additional Examiners in the Boroughs of Manhattan and the Bronx, and 3 in Brooklyn and Queens. All destitute children should be committed by the Department of Charities. \$2 per week should be paid for all children over two years of age, and 38 cents per day for children under that age.
4. Payments to hospitals should be on a *per capita* basis, and should not exceed the cost of maintenance of patients in the city hospitals. Payments should be made only for patients approved as public charges by the Department of Charities.
- Payments to dispensaries should not exceed 50 per cent. of the amount received from private sources during the preceding year, nor should the amount appropriated to any institution in any year exceed by more than 25 per cent. the amount allowed in the preceding year, nor should it in any case exceed 50 per cent. of the amount actually expended for dispensary purposes.
5. Appropriations to Homes for the Aged should be reduced one-half for 1900, and discontinued thereafter.

Miscellaneous appropriations to societies giving out-door relief should be discontinued, appropriations being made for 1900, however, of one-half that granted in 1899. Other appropriations,

heretofore made in gross amounts, should be made if possible on a *per capita* basis.

In submitting these suggestions the Comptroller called attention to the somewhat remarkable accordance of many of the recommendations made by the State Charities Aid Association with the conclusions which he had reached upon independent investigation prior to the receipt of our communication.

Protracted discussion in the public press, and elsewhere, followed the publication of the Comptroller's report, the comments being almost uniformly favorable. The day set for the consideration of appropriations to private institutions was October 13th. The recommendations of the Comptroller were read, and the various institutions, in speaking in behalf of their applications for city funds were asked to state whether they approved of the Comptroller's suggestions. With one or two exceptions, which were not based upon a full understanding of the effect of his suggestions, the recommendations were approved by all present, and their adoption by the Board of Estimate and Apportionment seemed probable.

While no considerable immediate change is likely to result in the amounts appropriated, the Comptroller's report and the action of the Board of Estimate and Apportionment, in accordance therewith, mark a decided step toward the adoption of a rational and well-considered system, as contrasted with the absence of system and the many incongruities and evils that have grown up under special legislation. The Association had not been called upon before to formulate its views upon the subsidy system, as such, but the conclusions reached by its Committee were carefully considered, and it is believed that they are in accord with sound public policy, not only as to present action, but also as to the principles which should ultimately govern the relations of the City treasury to private charities. It is to be noted that in regard to children's institutions, while of the opinion that the adoption of the subsidy plan in this city and State many years ago was a mistake, the Committee felt that no radical change should be attempted in this city until the present effort to regulate the payments to private institutions on the plan provided by the Revised Constitution

has been given a full and fair trial, and has been shown to be ineffective, if such shall prove to be the case.

The serious evils resulting from the subsidy plan have been the admission of too many children to institutions, and their retention for a much longer time than was desirable, either for their own welfare or the good of the community. A proper regulation of the payments to institutions, all of which are now on a *per capita* basis, would carry with it a correction of the evils of unnecessary admission and undue retention of children. Excessive payment of city funds, bad as it is, is a less serious matter than the accompanying evils of prolonged institutional life for children, and the pauperizing influence upon the parents of too readily relieving them of the task of supporting their children.

The remarkable success of State systems for the care of children in Michigan, Minnesota, Massachusetts, Rhode Island, Wisconsin, Kansas, and several other States, is sufficient evidence that we are not necessarily left to the alternatives of the subsidy system or city and county institutions for children, both of which plans have been found by experience to be only partially satisfactory.

## EDUCATIONAL.

The Association was represented by its Secretary at the Twenty-sixth National Conference of Charities and Correction, held in Cincinnati in May last, Prof. Charles R. Henderson, of the University of Chicago, presiding. The report of the Committee on Children, Mr. Thomas M. Mulry, of this city, Chairman, the report being signed by all the members of the Committee, was of especial interest and importance. The Committee, whose Chairman is actively identified with many of the leading private charitable institutions of New York City, included also representatives of State Boards of Charities, State institutions for destitute children, placing-out societies, and the newly-created State Board of Children's Guardians of New Jersey. The report may be regarded as the first careful statement of methods and principles upon which representatives of the various methods of caring for children have agreed. It com-

mends the placing-out of children who have no relatives to claim them; believes that the earlier they are placed in families the better, and emphasizes placing children in homes of the faith in which they have been baptized, and the need of careful supervision of placing-out work. The Committee also urges "the absolutely paramount necessity of preserving the home whenever and wherever possible." The report is published in full in the *St. Vincent de Paul Quarterly*, of August, 1899 (p. 245), and will repay careful reading.

The Secretary of this Association spoke briefly before the Child-Saving Section on co-operation between child-saving agencies and other charities, and was appointed Chairman of the Committee on Insanity of the Conference of 1900.

The Convention of the Superintendents of the Poor of the State of New York, held at Poughkeepsie, June, 1899, was attended by the Assistant Secretary, Secretary, and two other members of the office force of the Association whose time is largely occupied in placing-out children. The Assistant Secretary gave an address explaining the work of the Association in finding homes for destitute children. The President of the Newburgh Committee of this Association and the Agent for Dependent Children of Newburgh were also present at the Convention.

A Training School in Practical Philanthropy was conducted by the Charity Organization Society in June and July, 1899, as during the preceding year. The Secretary of the Association gave two addresses before the school upon the History of the Care of Destitute Children, and the work of the State Charities Aid Association. The Assistant Secretary gave an address upon County Almshouses.

The Secretary has continued to serve during the year as a member of the editorial staff of the "Charities Review," and has in preparation for publication in the "Review" a series of papers on the History of the Care of Destitute, Neglected and Delinquent Children in the United States during the Nineteenth Century.

Donations and exchanges of books and pamphlets have been added to the library during the last year to the number of 185, a list of which is given as Appendix D, see page 127.

## HOSPITAL, BOOK AND NEWSPAPER SOCIETY.

(Branch of the State Charities Aid Association.)

This Society receives contributions of reading matter and distributes them gratuitously among the institutions under the Departments of Charities and Correction, State Hospitals and prisons, homes and schools, and lodging-houses belonging to the various juvenile societies, sailors' and seamen's missions, lighthouses and life-saving stations, schools and missions for Indians and colored people, free reading-rooms and libraries in mining districts and new settlements, individuals living in remote villages, and to the army and navy at home and abroad, making a total of over 200 places, among which were distributed during the last year 5,812 books, 26,777 magazines and 59,905 illustrated and weekly papers, exclusive of the box collections.

From the Society's boxes, marked "For the Sick in Hospitals," and placed at the elevated and railroad stations, the ferry exits, the Union and Union League Clubs, and the Waldorf Astoria, daily papers are collected and sent to the Manhattan State Hospital, the City and Metropolitan Hospitals and the Almshouse. These collections, last year, amounted to over 200,000, the boxes giving from 50 to 650 a day, according to position, the one at Vesey street giving the largest number.

Mr. Boldt kindly gave us permission to place a box at the main exit of the Waldorf-Astoria last winter, and another one is to be put up in Fourteenth street this autumn.

In completing our 25th year, it is interesting to recall the origin of the society. Mrs. Alfred Pell, a visitor of the State Charities Aid Association to Bellevue Hospital, was impressed with the importance of providing the convalescent patients, and those awaiting operations, with something to read. She appealed to her friends for books and magazines, and, at her own expense, placed boxes at a few of the ferries and railroad depots, the papers being brought to her house daily, to be sorted for the different hospitals. The benefits of the work, and her interest in it, were so great, that at her death her friends organized the "Hospital Book and Newspaper Society," endowing it with the Gertrude E. Pell Memorial Fund.

The Society's work has increased enormously and also the expenses, as it now sends to beneficiaries in about twenty States. Although the express companies give reduced rates, and for short distances free transportation, still the charges are heavy, and more money is needed to carry on the work satisfactorily. Juvenile books and papers, German literature and illustrated papers, are especially desired, as the demand exceeds the supply.

The Society's rooms are open Tuesday and Thursday mornings to any one interested in seeing the development of the work, begun in Mrs. Pell's house over twenty-five years ago.

To the Society's great regret, Mr. F. Tams has resigned the chairmanship of the Newspaper Committee, but it has been fortunate enough to secure in his place Mr. McDougall Hawkes.

Reading matter can be sent to the office, Room 417, 105 East Twenty-second street, and money to the Treasurer, Mrs. I. Woodward Haven, at the same address. Other communications may be sent to Miss Gertrude L. Hoyt, Secretary, 105 East Twenty-second street.

#### SOCIETY FOR INSTRUCTION IN FIRST AID TO THE INJURED.

(Organized by the State Charities Aid Association in 1882.)

The following statement shows the number of classes instructed from October 1st, 1898, to September 30th, 1899, by the SOCIETY FOR INSTRUCTION IN FIRST AID TO THE INJURED.

First Aid to the Injured.	Classes.	Men.	Women.
Pay Classes (held in Society's Rooms).....	12	24	100
Free Classes as follows:			
Members of New York Fire Department.....	24	314	..
Members of Young Men's Christian Association and Young Men's Institute.....	6	81	..
Members of St. Bartholomew's Parish House.....	2	23	33
Members of Grace Parish House.....	2	24	23
Members of Church of Holy Communion.....	1	..	43
Training School for Christian Workers.....	1	..	11
Working Girls' Clubs.....	5	..	98
Working Men's Club.....	1	11	..
Nurses at Cancer Hospital.....	3	..	47
Public School (free lecture course).....	9	200	278
	66	677	633
Total number of persons, 1,310.			

The total number of persons instructed since the establishment of the Society is 12,309, of whom 6,543 passed an examination and secured the diploma.

Branch societies were formed during the year in the Young Men's Christian Associations, at Baltimore, Md., St. Louis, Mo., Alton, Ill., Corsicana, Tex., Lawrence, Mass., Davenport, Ia., St. Paul, Minn., and the University of Minnesota. Of those formed last year in Young Men's Christian Associations satisfactory reports have been received from Rochester, N. Y., Yonkers, N. Y., Clinton, Ia., Galveston, Tex., Holyoke, Mass., and Bridgeport, Conn.

From the Pennsylvania Branch we have received gratifying accounts of the progress of the work. Miss Nono Unger, the President, writes a very interesting report from which we make the following extract:

"In the spring when the war with Spain broke out, and men and women in Philadelphia were offering their services to the Red Cross Society as volunteer nurses, that Society was confronted with the problem that the majority of these persons had no training of any kind. The Red Cross was not willing to send any nurses into the field without qualification, and the result of this state of affairs was that, at the request of the Executive Committee, our Society relieved them of this line of work.

"We held three courses of lectures, two for women and one for men. The certificates stated that they were Red Cross Emergency Nurses having passed a satisfactory examination in 'First Aid to the Injured.' A number of these nurses were sent to the different camps, and many served in the hospitals of this city. The Red Cross Society complimented us highly upon these courses of lectures.

"Another step in advance was the organizing of a class among the employees of Wanamaker's store. This class was extremely satisfactory, and the prospects are that the work of instruction will be continued there. We have also had classes at the Women's Christian Association, King's Daughters and Boy's Brigade. We held two classes in Home Nursing by request.

"From November, 1897, to February, 1899, we have had eleven classes, numbering 330 persons. During the past five

years the Police Department has had first aid lectures, and this winter has bought some supplies from us."

It will thus be seen that the work of the Society is steadily progressing, not only in this locality, but elsewhere, which is an encouraging evidence of the general and growing interest in its object. So far as our own city is concerned, it may be stated that the instruction has been given to the members of the Fire Department in accordance with the action of the late Board of Commissioners making it a part of the probationary course. Since the inception of our work in the Department there have been held 54 classes, numbering 669 men. The following letter from the Chief of the Department shows his appreciation of the value of our instructions:

NEW YORK, January 20th, 1899.

HENRY H. TRUMAN, Esq., Secretary,  
New York, N. Y.

DEAR SIR:

I desire to acknowledge receipt of yours of the 18th instant desiring opinion as to the value of first aid instruction imparted to our firemen, and used by them on many occasions at and during the progress of fires. They find it is a most valuable aid in relieving cases requiring special attention previous to the arrival of the ambulance surgeons. There are several cases on record where such aid has been rendered, and I believe it is one of the best adjuncts we have ever added to our Department, and hope the good work will continue until all our men are properly instructed in this special branch of work.

Yours truly,  
(Signed)

HUGH BONNER,  
*Chief of Department.*

The Park Police have been merged with the Metropolitan force since consolidation, but, as has been stated in the previous report, they all previously received the instruction as an independent organization.

We must again acknowledge our obligation to Mrs. Robert Hoe who, besides her regular annual subscription, has given three skeletons with their cases, a very valuable contribution to the Society's apparatus, and one which has made possible a large extension of work.

Our thanks are also due to the medical examiners, the medical committee and the lecturers for their continued unremunerated interest in our work.

This report should not be closed without a word of acknowledgment to those who either by contributions of money, or aid of any kind have made possible a work which must commend itself to all who desire to mitigate human suffering. This work only requires larger means to be more effective and to produce greater results.

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We desire to close our twenty-seventh annual report to the State Board of Charities, by again expressing our conviction, stated last year, but never clearer nor stronger than at present, that citizens who wish to help their fellows can do so in no way more effectively than by uniting their efforts with those of public officials, in behalf of the charities that are conducted in the name of all the people. Our observation and experience lead us to believe that year by year conditions become more favorable for such co-operation, and the future of our public institutions becomes correspondingly more hopeful.

For the Board of Managers,

HOMER FOLKS,  
*Secretary.*

## REMARKS

OF

HON. CHARLES S. FAIRCHILD

BEFORE THE

ANNUAL MEETING OF THE STATE CHARITIES AID ASSOCIATION,  
HELD IN THE ASSEMBLY HALL, UNITED CHARITIES BUILDING.

*Thursday, Dec. 7, 1899.*

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After the reports of the various committees and branches of the Association had been presented, Mr. Fairchild addressed the meeting, his remarks being, in part, as follows:

You will see from the reports of this year that the work of the State Charities Aid Association goes on growing in magnitude and in importance year by year as it has grown all these twenty-seven years that it has been in existence, for this is the twenty-seventh annual report of this Association. I can say but little, and I desire to say but little after all that you have heard of this work. It seems to me that it speaks for itself better than any one can speak for it. This delightful work which has been reported upon by Mrs. Oothout and Miss Clark is not the primary work of the State Charities Aid Association. It is work that has been taken up by the State Charities Aid Association because nobody else was found to do it; and that has been the main feature of this Association it seems to me from the beginning. It does not come in as a rival or a competitor of any charitable work whatever. It has been since its inception the wise critic and observer of charitable work. It has been the suggestor and organizer of charities, where the public needed char-

ities not already in existence, or needed public work of some kind which was not yet provided for. It has suggested reforms in charitable methods, particularly in the public charities—reforms which have been contested, which have been bitterly opposed in many instances; and yet I think there is not one that has been suggested by this Association during the twenty-seven years of its life, which has not, in the end, received public support and been looked upon as a beneficence by the whole community. This State Charities Aid Association is not alone a critic, it is not merely a student, and yet, as a critic and as a student it is most valuable to the public. It is most interesting in its work to the social economist. It is all of this, and if it went no further than this, if it had done nothing else but be a mere cold critic of these subjects and of these institutions, if it had been nothing else than an educator and student of these subjects, it would have been of the greatest value. But it has not stopped with its criticism; it has not stopped with its study; it has gone on wherever it found that there was a public need, and has done its utmost, and in almost every instance with success, to provide the means of meeting that public need. It is a study in social economy to read the history of the State Charities Aid Association during these twenty-seven years. Doubtless much would have been done without it that has been done with it. The Association does not claim that all that has been done, and that it has taken the lead in, during all these years, would not have been done had it not been in existence; but the fact nevertheless remains that it has always been in advance of public sentiment during these twenty-seven years, and good things that would have come perhaps at any rate, certainly were discovered—their need and their possibility were discovered by this Association in advance. Think what we have in our whole system of trained nurses. Think what it means that the children are no longer in the poorhouses as was generally the case before this Association was organized. Think of the vast improvement in the care of unfortunates. Think of taking all the insane—one of our recent works—from the poorhouses and poorhouse asylums. Think of the wiser care of epileptics. Think of all the improvements in public build-

ings. All of these things have been under consideration by and have received the active support of this Association. And as to legislation, this Association is in a position to consider legislation quite impartially. It has nothing to ask. It has nothing to lose. The work of the Association is not dependent upon the action of the legislature. It goes on independently of legislation. It is not dependent on any public appropriation for its pecuniary resources. They come from the contributions of those who wisely appreciate the work that it does.

It is a great aid to the right-meaning and right-minded public official. It is not a mere critic in the direction of economy, while that is a part of its work and aim, but it is always exerting itself to get proper and adequate appropriations for public charities and to aid and uphold the faithful public official who is doing his best for his wards; and so this Association has come in contact with all of these great subjects on every side. And I think that to us who have been with it some part, and to many of us now it is the greater part of these twenty-seven years,—I think that this connection is one of the things in our lives to which, on the whole, we can look back with the most satisfaction.

The State Charities Aid Association, as you know, and as I know, being its Treasurer, is always rather poor. There is always an immense field on and beyond that ought to be occupied and that would be occupied had it greater pecuniary resources. The main body needs and ought to command the generous support of the intelligent community of New York; and those active charities which are intimately associated with the State Charities Aid Association, our Hospital, Book and Newspaper work, our Children's work, our First Aid to the Injured work—all these whose reports you have heard to-day—some of which must have touched your very souls—they all need support, they all need far greater resources, particularly this work for the children. If you consider you can see that the number of agents who might wisely and beneficially be employed is large. The power of one individual to do this work of supervision and placing-out is necessarily quite limited. Therefore these branches ought to receive generous support. They

do a work, which if you analyze it, consider it, and compare it with what has been and what would be without it, you will see is of almost immeasurable value to the community. Therefore, they can, confidently, I believe, ask the support and aid of those who take any interest in these subjects.

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Mrs. Oothout and Mr. Folks laid out an extensive programme upon which I was to speak; in fact they prepared a very good speech for me, but I have quite forgotten it, and I must ask you to be content with what I have been able to say, and when you go away from this meeting bear in your minds and in your memories this State Charities Aid Association; remember the great work that it has done and that remains for it to do, and come here another year to see the results of the encouragement that you shall have given it.

## MINUTE

ADOPTED BY THE STATE CHARITIES AID ASSOCIATION AT ITS  
TWENTY-SEVENTH ANNUAL MEETING, HELD DECEMBER 7, 1899.

With great regret the Board of Managers has received the resignation of the Hon. Joseph H. Choate, now Ambassador at the Court of St. James, as President of this Association.

While accepting this resignation, the Board desires to place on record its sense of the very valuable services rendered to the Association by Mr. Choate.

Among these we would mention an important argument before a Committee of the Legislature, in the Senate Chamber, at Albany; forcible statements in behalf of the objects of the Association, on different occasions, before the Board of Estimate and Apportionment at the City Hall; and several brilliant addresses made to large audiences at public meetings in this city.

While always ready to plead the cause of the sick, the insane and other inmates of our public institutions of charity, Mr. Choate has been especially interested in the care of destitute children. For several years past, before his departure for England, as Chairman of our Committee on Children, he has been deeply and actively interested in their welfare.

Mr. Choate was one of the incorporators of the Association, for the past four years has been its President, and for twenty-seven years, during the entire existence of the Association, has been one of its most staunch supporters.

## REPORT OF FINANCE COMMITTEE.

The Finance Committee respectfully submits its report as follows:

From the Treasurer's report it appears that the receipts for the fiscal year ending September 30, 1899, were:

From Annual Subscriptions.....	\$1,822 44	
“ Donations.....	5,943 00	
“ Donations to Special Fund for Placing-out Children.....	1,395 10	
		\$9,160 54
“ Income from Rosalie Butler Fund.	\$2,112 50	
“ Income from Endowment Fund..	586 05	
“ Interest on Current Balances.....	33 76	
“ Sales of Publications.....	17 33	
“ Contribution towards Rent, Subcommittee on Mothers and Babies .....	125 00	
“ Loan to Joint Committee on Motherless Infants, repaid....	300 00	
		3,174 64
Balance from last year.....		563 29
		<u>\$12,898 47</u>

The disbursements were as follows:

Expenditures for general purposes of Association..	\$10,182 26
Salary and Expenses of Agent for Placing-out Children, April to October .....	532 32
Special Contribution transferred to Joint Committee on Motherless Infants.....	100 00
Loan to Joint Committee on Motherless Infants...	300 00
Total .....	\$11,114 58
Balance September 30, 1899.....	1,783 89
	<u>\$12,898 47</u>

This balance includes \$862.78 of the Special Fund for the salary and expenses of an Agent for Placing-out Children, leaving a balance in the General Fund of \$921.11.

At the annual meeting of the Association held January 6, 1899, the following preambles and resolutions were adopted:

*"Whereas*, During the past summer the bequest of Miss Rosalie Butler to the State Charities Aid Association, of Fifty Thousand Dollars, has been received by the Treasurer of the Association; and

*"Whereas*, This generous gift on the part of our late associate, is but another proof of Miss Butler's desire to guard the interests and promote the efficiency, even after death, of the Association to which, during life, she gave her time, her strength and her exceptional ability; be it, therefore,

*"Resolved*, That the Managers of the State Charities Aid Association, while gladly availing themselves of this occasion to again express their sincere regard for and appreciation of the character and achievements of their late associate, desire also, in connection with this bequest, to perpetuate the name of Miss Butler in such form that, in the years to come, she may be remembered as one of the earliest friends and benefactors of the Association; and, to this end, it is

*"Resolved*, That the bequest of Miss Butler shall be known as the 'Rosalie Butler Fund'; and the Treasurer is hereby directed to keep a separate account of the same, using the income only of the fund for the purposes of the Association; and the Treasurer shall make an annual report to the Board of Managers of the investment of the fund and the proceeds derived therefrom; and shall, in his regular annual report to the Board (which shall be published), enter all receipts from the same as 'income received from the Rosalie Butler Fund.'

*"Resolved*, That these resolutions be entered in full upon the Minutes of the Board, and that a copy thereof be sent to the family of Miss Butler."

Pursuant to this resolution, separate accounts are given in the Treasurer's report of the Rosalie Butler Fund of \$50,000 and of the Endowment Fund, the former amounting to \$52,850 (par

value), and the latter amounting to \$13,987.50 (par value) with an uninvested balance of \$179.20.

It is a matter of special gratification to the Finance Committee that the receipts from subscriptions and donations during the past year have exceeded those of the preceding year. It has thus been possible to strengthen the work of the Association in various lines, to prosecute more vigorously the placing-out of children in families, and still to close the year without a deficit.

The opportunities for effective work were never larger than at present. It is especially desirable to strengthen our work for the placing-out of children and to extend it through the State. In order to do this, however, it will be necessary to employ several additional agents, to pay their salaries, meet their traveling expenses, and also to provide funds for additional printing, postage and clerical assistance. Funds will also be needed in special cases for medical attendance and supplies, clothing, temporary board of children, etc. The Finance Committee would, therefore, most earnestly urge every member of the Association to use his influence in securing increased annual subscriptions to its funds.\*

Respectfully submitted,

CHARLES H. MARSHALL,  
*Chairman Finance Committee,*  
*State Charities Aid Association.*

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\* Since the date of this report contributions amounting to \$300 have been received through the President of our Kings County Committee, Mrs. Tunis G. Bergen, to be applied as follows:

General Fund.....	\$100
Placing-out children .....	150
Providing situations for mothers with babies.....	50
	<hr/>
	\$300

This is the first large contribution to the funds of the Association received through a County Committee, and the Central Association desires to express its appreciation of this assistance, and the great encouragement which it has given.

# REPORT OF THE TREASURER FOR THE FISCAL YEAR ENDING SEPTEMBER 30TH, 1899.

CHARLES S. FAIRCHILD, *Treasurer, In account with STATE CHARITIES AID ASSOCIATION.*

To Balance, October 1, 1898	\$563 29	By Rent	\$1,710 00
" Annual Subscriptions and Donations	7,765 44	" Salaries (including stenographic service)	5,356 36
" Subscriptions Special Fund for placing-out Children	1,395 10	" Office Expense account	725 00
" Income from Endowment Fund	586 05	" Traveling Expense account	850 00
" " R. Butler Fund	2,112 50	" Printing and Stationery	843 21
" Interest on current balances	33 76	" Commissions to Collector	394 85
" Rent, Contribution toward, from Committee on Mothers and Infants	125 00	" Telephone	61 45
" Sale of Publications	17 33	" Office Furniture	78 69
" Repayment of Loan, by Joint Committee	300 00	" Special contribution Children's Work, transferred by permission to Joint Committee	100 00
	\$12,898 47	" Books for Library	18 50
		" Bookbinding	18 15
		" Copies of Senate and Assembly Bills, 1899	15 00
		" Clippings	10 05
		" Ice	27 00
		" Camera, Lantern, Slides, etc.	60 20
		" Postage and Revenue Stamps for Treasurer's Office	7 40
		" Awnings	6 40
		" Loan to Joint Committee on Motherless Infants	300 00
		" Special work for Placing-out children, salaries and expenses	532 32
		" Balance, September 30th, 1899*	1,783 89
			\$12,898 47

E. & O. E.

New York, September 30th, 1899.

We, the undersigned, have examined the above report of the Treasurer of the State Charities Aid Association, for the year ending September 30th, 1899, with the vouchers, and find the same to be correct.

CHARLES S. FAIRCHILD, *Treasurer.*

BENONI LOCKWOOD.  
JAMES J. HIGGINSON.

\* This balance includes—

Balance of Special Fund for Placing-out Work	\$862 78
Balance of General Fund	921 11
	\$1,783 89

## STATEMENT OF ENDOWMENT FUND.

CHARLES S. FAIRCHILD, Treasurer, *In account with* STATE CHARITIES AID ASSOCIATION.

Received, 1878:			
From Mrs. J. W. Clendenin.....	\$2,000 00	By investments, in hands of Treasurer:	Cost.
Received, 1884:		1878, \$2,000.00 U. S. 4% registered	\$2,007 50
From Mr. Charles O'Connor.....	500 00	bonds.....	
Received, 1885:		1884, \$400.00 U. S. 4% registered	491 50
From legacy of Dr. J. G. Adams.....	500 00	bonds.....	
Received, 1885:		1885, \$400.00 U. S. 4% registered	495 00
Through Hon. Carl Schurz.....	2,500 00	bonds.....	
From Mr. Gustav Amsinck.....	1,000 00	1895, \$5,000.00 N. Y. City 3% gold	5,080 00
" Mrs. A. A. Anderson.....	1,000 00	bond.....	
" Mr. James Speyer.....	1,000 00	1896, Loan secured by first mort-	1,000 00
" Mr. James A. Strymser.....	250 00	gage on N. Y. City Real Estate,	
" Mr. and Mrs. Robert W. de Forest.....	250 00	5%.....	
" Mr. Wm. E. Dodge.....	1,000 00	1897, Loan secured by first mort-	3,000 00
" Mr. D. Willis James.....	1,000 00	gage on N. Y. City Real Estate,	
" Mr. Cornelius Vanderbilt.....	1,000 00	5%.....	
" A Friend.....	25 00	1898, \$2,187.50 Atchison, Topeka	2,070 80
Received, 1886:		and Santa Fé Ry. general mort-	
From Mrs. A. A. Anderson.....	500 00	gage bonds.....	
" Mr. J. Pierpont Morgan.....	1,000 00	Total investments.....	\$14,114 80
" Mrs. Perry R. Pyne.....	500 00		
" Miss E. Tuckerman.....	1,000 00	Transferred to General Fund, prior to	
Received, 1897:		1886.....	6 00
From Charles S. Fairchild.....	25 00	Transferred to General Fund, 1896, by	
" Charles Lanier.....	250 00	permission of Mrs. A. A. Anderson..	1,000 00
		Balance deposited with N. Y. Security	
		and Trust Company, Sept. 30, 1899..	179 20
Total.....	\$15,300 00	Total.....	\$15,300 00

NEW YORK, September 30, 1899.

The undersigned have examined the securities above mentioned, per value, \$13,987.50, and find the same to be in the hands of the Treasurer.

CHARLES S. FAIRCHILD, Treasurer.

BENONI LOCKWOOD.

JAMES J. HIGGINSON.

## STATEMENT OF ROSALIE BUTLER FUND.

CHARLES S. FAIRCHILD, *Treasurer.**In account with* STATE CHARITIES AID ASSOCIATION.

To Bequest, 1898.....	\$50,000 00
	<hr/>
	\$50,000 00
	<hr/>

By \$52,812.50 of Atchison, Topeka and Santa Fé Railway 4% General Mortgage Bonds.....	\$50,000 00
	<hr/>
	\$50,000 00
	<hr/>

NEW YORK, September 30, 1899.

CHARLES S. FAIRCHILD, *Treasurer.*

The undersigned have examined the securities above mentioned, par value, \$52,812.50, and find the same to be in the hands of the Treasurer.

BENONI LOCKWOOD.  
JAMES J. HIGGINSON.

# REPORT OF TREASURER OF SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH INFANTS,

FOR THE YEAR ENDING SEPTEMBER 30, 1899.

HELEN C. BUTLER, *In account with*

SUB-COMMITTEE ON PROVIDING SITUATIONS FOR MOTHERS WITH INFANTS.

By Balance in hands of Treasurer, October 1, 1898.....	\$370 23
" Subscriptions and donations received during year.....	2,333 42
" Railroad fares returned.....	68
	<u>\$2,704 33</u>
To Salaries of agents.....	\$1,520 00
" Wages of office boy.....	53 00
" Printing annual report and appeal.....	31 00
" Stationery.....	34 35
" Office furniture.....	48 50
" Contribution toward rent of offices.....	125 00
" Advertising.....	9 25
" Railroad tickets for women.....	206 74
" Car and ferry fares.....	30 74
" Lodging and food for women and babies.....	25 85
" Express and storage.....	6 16
" Extra services.....	1 75
" Care and storage of awnings.....	1 60
" Postage.....	101 40
" Telegrams and messenger service.....	5 87
" Blank books and sundries.....	25 27
	<u>\$2,026 48</u>
Balance in hands of Treasurer, September 30, 1899.....	\$663 36
" " " " Agent " ".....	14 49
	<u>677 85</u>
	<u>\$2,704 33</u>

E. and O. E.

September 30, 1899.

HELEN C. BUTLER, *Treasurer.*

I, the undersigned, have examined the above report of the Treasurer of the Agency for Providing Situations for Mothers with Infants, for the year ending September 30, 1899, with the vouchers, and find the same to be correct.

GEORGE G. WHEELOCK.

December, 1899.

**SUBSCRIPTIONS AND DONATIONS**  
TO THE  
**STATE CHARITIES AID ASSOCIATION.**

*Annual Income Fund Subscriptions for the year ending  
September 30th, 1899.*

Mr. George S. Bowdoin .....	\$50 00	Mrs. J. Pierpont Morgan .....	\$50 00
Miss Helen C. Butler .....	50 00	Mr. George S. Morison .....	50 00
Mrs. Alfred Corning Clark .....	50 00	Mrs. J. Hampden Robb .....	50 00
Miss Anna C. Clinch .....	50 00	Mr. Archibald Rogers .....	50 00
Miss Grace H. Dodge .....	50 00	Miss Georgina Schuyler .....	50 00
Mr. Charles S. Fairchild .....	50 00	Miss Louisa Lee Schuyler .....	50 00
Mrs. E. L. Godkin and Mrs. A. B. Sands .....	50 00	Mrs. Elliott F. Shepard .....	50 00
Mr. James J. Goodwin .....	50 00	Mrs. Wm. Douglas Sloane .....	50 00
Mr. and Mrs. V. Everit Macy .....	100 00	Mr. William Alex. Smith .....	50 00
Mr. Peter Marié .....	50 00	Miss Emily Tuckerman .....	50 00
Mr. Charles H. Marshall .....	100 00	Mrs. Lucius Tuckerman .....	100 00
Mrs. J. W. Minturn .....	50 00		
			<b>\$1,300 00</b>

*Annual Subscriptions for the year ending September 30th, 1899.*

Mrs. R. T. Auchmuty .....	\$25 00	Miss Newbold .....	\$10 00
Mrs. Joseph S. Auerbach .....	5 00		
Mrs. M. E. Baylies .....	5 00	Mrs. Henry Oothout .....	10 00
Mrs. George S. Bowdoin .....	10 00		
Mrs. John Crosby Brown .....	10 00	Mrs. Edwin Parsons .....	5 00
Mrs. W. Lanman Bull .....	10 00		
Mrs. Wm. F. Cary .....	5 00	Miss Emily Redmond .....	20 00
Mrs. F. E. Chadwick .....	5 00	Mr. William B. Rice .....	10 00
Miss Ellen Collins .....	5 00	Mrs. Wm. B. Rice .....	10 00
Mr. K. S. Cram .....	10 00		
Mrs. John Davenport .....	25 00	Mr. Jacob H. Schiff .....	25 00
Miss Julia L. Delafield .....	5 00	Mrs. R. G. Shaw .....	10 00
Mr. D. Stuart Dodge .....	10 00	Mrs. Wm. Alex. Smith .....	5 00
Mrs. L. d'Oremieux .....	5 00	Mr. Francis Lynde Stetson .....	25 00
Mr. Charles de Rham .....	10 00		
Mr. Charles de Rham, Jr. ....	10 00	T. G. Thomas, M. D. ....	5 00
Messrs. Julius Ellinger & Co. .	10 00	Mr. J. Kennedy Tod .....	25 00
		Mrs. Sarah A. Townsend .....	10 00
Mrs. W. P. Hamilton .....	20 00	Mrs. Merritt Trimble .....	10 00
Charles Hitchcock, M. D. ....	10 00	Miss Louisa Twining .....	2 44
Mrs. Joseph Howland .....	5 00		
Mrs. Francis P. Kinnicutt .....	5 00	Mr. Theo. Wehle .....	5 00
		Mrs. G. G. Wheelock .....	10 00
Miss Catherine G. Livingston ..	10 00	Mr. A. M. White .....	25 00
Mrs. George de Forest Lord ..	10 00	Mr. Alfred T. White .....	25 00
Mrs. C. R. Lowell .....	10 00	Miss Frances White .....	25 00
		Mr. Horace White .....	10 00
Miss Sophie E. Minton .....	20 00	Mrs. Stanford White .....	10 00
Mrs. Henry Whitney Munroe ..	10 00	Miss Josephine Wisner .....	10 00
			<b>\$567 44</b>

*Donations received during the year ending September 30th, 1899.*

"A. R.".....	\$100 00	Dr. J. H. Emerson.....	\$5 00
Mrs. A. G. Agnew.....	10 00	Mr. John J. Emery.....	10 00
D. Appleton & Co.....	50 00	Mr. Amos F. Eno.....	20 00
Mr. J. H. Alexandre.....	10 00		
Mrs. A. A. Anderson.....	200 00	Mr. Charles S. Fairchild.....	100 00
The Misses Babcock.....	20 00	Mrs. Josiah M. Fiske.....	10 00
Mr. Samuel D. Babcock.....	50 00	Mr. H. C. Fahnstock.....	100 00
Mr. Henry L. Barbey.....	25 00	Mrs. Chas. R. Flin.....	10 00
Mrs. Charles T. Barney.....	10 00	Mr. Geo. W. Folsom.....	20 00
Mr. Charles C. Beaman.....	10 00	Mr. Roswell P. Flower.....	50 00
August Belmont & Co.....	50 00	Mr. James B. Ford.....	50 00
Mrs. Heber B. Bishop.....	25 00		
Mr. George Blagden.....	10 00	Mr. Frederick Gallatin.....	25 00
Blair & Co.....	25 00	Mrs. S. C. Goodhue.....	10 00
Mr. Geo. T. Bliss.....	25 00	Mr. Malcolm Graham.....	10 00
Mrs. Geo. T. Bliss.....	50 00	Mr. Geo. Walton Green.....	5 00
Mrs. Daniel C. Blogett.....	10 00	Mr. Francis V. Greene.....	20 00
Mr. Frank S. Bond.....	10 00	Mr. W. C. Gulliver.....	10 00
Mrs. Simon Borg.....	10 00	Miss Delia E. Gurnee.....	25 00
Simon Borg & Co.....	25 00		
Mrs. Benjamin Brewster.....	50 00	Mr. James B. Haggin.....	50 00
Mr. Robert S. Brewster.....	50 00	Mr. James D. Hague.....	5 00
Mrs. William Bryce.....	50 00	Mrs. John H. Hall.....	25 00
Miss Edith Bryce.....	10 00	Hallgarten & Co.....	10 00
Mrs. Julius Bunzl.....	10 00	P. Harmony's Nephews & Co..	10 00
		Rev Thomas S. Hastings.....	10 00
Mr. George F. Canfield.....	50 00	Mr H. J. Hayden.....	25 00
Mrs. Henry W. Cannon.....	25 00	Mrs. Peter Hayden.....	25 00
"Cash".....	5 00	Mr. R. Somers Hayes.....	10 00
Mr. J. C. Carter.....	50 00	Miss L. deF. Haynes.....	10 00
Mr. Charles F. Chandler.....	25 00	Mrs. H. O. Havemeyer.....	10 00
Mr. Matthew Clarkson.....	25 00	Mrs. J. Hendricks.....	5 00
Miss Mary T. Cockroft.....	5 00	Mrs. Henry Herrman.....	50 00
Mr. Washington E. Connor.....	25 00	Mr. Abram S. Hewitt.....	10 00
Continental National Bank....	10 00	Gustave Heye.....	25 00
Mr. Charles W. Cooper.....	25 00	Mr. James J. Higginson.....	100 00
Mr. George Coppell.....	25 00	Mr. H. H. Hollister.....	10 00
Mr. Charles H. Coster.....	25 00	Mrs. W. D. Hoppin.....	5 00
Mrs. W. S. Cowles.....	10 00	Mrs. Thomas H. Hubbard.....	10 00
Mrs. Frederick Cromwell.....	10 00	Mr. Thomas H. Hubbard.....	50 00
Mr. Frederick Cromwell.....	10 00	Mrs. Richard M Hunt.....	10 00
Mrs. H. Holbrook Curtis.....	10 00	Mr. Collis P Huntington.....	20 00
Mr. J. W. Curtis.....	10 00	Mr. William Hustace.....	10 00
		Mr. H. A. Hutchins.....	25 00
Hon. Joseph F. Daly.....	5 00	Mr. C. M. Hyde.....	50 00
Hon. Ira Davenport.....	50 00	Mr. Frederick E. Hyde, M.D..	25 00
Mr. Robert W. deForest.....	25 00	Mr. Lewis H. Hyde.....	25 00
Mr. Eugene Delano.....	25 00		
Rev. Morgan Dix, D.D.....	10 00	Mr. Wm. B. Isham.....	25 00
Mrs. Melissa P. Dodge.....	20 00		
Mrs. Melissa P. Dodge.....	10 00	Mr. Frederick B. Jennings....	25 00
Mr. William E. Dodge.....	100 00	Mr. Morris K. Jesup.....	50 00
Mr. James H. Dunham.....	10 00	Miss C. O. Jones.....	5 00
Mr. L. Dyer.....	10 00		
Mr. Henry L. Dyer.....	5 00	Mr. John S. Kennedy.....	25 00
		Miss Mary L. Kennedy.....	20 00
Mr. Dorman B. Eaton.....	10 00	Mrs. V. E. Kennedy.....	10 00
Mr. H. W. Eaton.....	10 00	Mrs. A. C. Kingsland.....	25 00

Mr. Woodbury G. Langdon...	\$10 00	"Special".....	\$500 00
Mr. Charles Lanier.....	25 00	Rev. W. T. Sabine.....	1 00
Mrs. M. M. Lanier.....	10 00	Mr. Robert Schell.....	10 00
Mr. Cyrus J. Lawrence.....	10 00	Schafer Bros.....	25 00
Lazard Frères.....	50 00	Schafer Bros.....	10 00
Mr. A. Lueder.....	10 00	Mr. F. Augustus Schermerhorn	100 00
		Mr. William C. Schermerhorn.	10 00
Mr. John J. McCook.....	25 00	Mrs. Henry M. Schieffelin....	10 00
Mr. John A. McKim.....	25 00	Mr. James A. Scrymser.....	100 00
Mr. John S. McLean.....	10 00	Mr. A. G. Sedgwick.....	10 00
Mr. Wallace Macfarlane.....	25 00	Mr. Isaac Newton Seligman ..	25 00
Mr. Alex. Maitland.....	10 00	Mr. Jefferson Seligman.....	10 00
Mr. H. G. Marquand.....	10 00	Mr. Jefferson Seligman.....	10 00
Mr. Robert Mazet.....	5 00	Mr. F. Sheldon.....	10 00
Mrs. J. E. Milholland.....	25 00	Mr. Geo. R. Sheldon.....	10 00
Mr. E. F. Milliken.....	10 00	Mr. Gardner Sherman.....	10 00
Mr. Robert S. Minturn.....	10 00	Mr. W. Watts Sherman.....	100 00
Mr. Roland G. Mitchell.....	50 00	Mrs. John D. Slaybaek.....	5 00
Mrs. Wm. Moir.....	10 00	Mr. James Rufus Smith.....	10 00
Mrs. J. C. Moore.....	5 00	Mr. Wm. Solomon.....	10 00
Mr. W. H. H. Moore.....	10 00	Mr. Charles F. Southmayd....	100 00
Mrs. W. Y. Mortimer.....	10 00	Speyer & Co.....	100 00
Mrs. Levi P. Morton.....	25 00	Mrs. Louis Stern.....	10 00
Mr. Jordan L. Mott.....	10 00	Mrs. Byam K. Stevens.....	10 00
Mr. Jordan L. Mott.....	10 00	Mr. Frederick W. Stevens.....	10 00
Mr. Henry A. Murray.....	10 00	Mr. William R. Stewart.....	10 00
		Mr. Joseph Stickney.....	25 00
Mr. Walter G. Oakman.....	25 00	Mrs. Joseph Stickney.....	10 00
Mr. Robert M. Olyphant.....	10 00	Mr. Anson Phelps Stokes.....	100 00
Mrs. W. C. Osborn.....	10 00	Mr. I. N. Phelps Stokes.....	25 00
Mrs. Henry F. Osborne.....	5 00	Mrs. A. G. Stout.....	10 00
		Mrs. Benj. L. Swan.....	10 00
Mr. Frederick T. Palmer.....	100 00		
Mrs. Susan D. Parish.....	10 00	General Samuel Thomas.....	10 00
Mr. John E. Parsons.....	10 00	Mr. Jonathan Thorne.....	10 00
Mr. O. H. Payne.....	100 00	Miss Phoebe Anna Thorne....	25 00
Mr. Geo. Foster Peabody.....	25 00	Mr. Samuel Thorne.....	25 00
Mr. Alfred Pell.....	50 00	Mr. J. Kennedy Tod.....	25 00
Miss Penfold.....	25 00	Mr. Spencer Trask.....	10 00
Rt. Rev. Henry C. Potter.....	10 00	Mr. and Mrs. Paul Tuckerman	25 00
Mrs. H. Randel.....	2 00	Hon. Charles H. Van Brunt....	10 00
Mr. Frederick W. Rhinelande	10 00	Mr. Cornelius Vanderbilt....	100 00
Miss S. Rhinelande.....	25 00	Mr. Henry Villard.....	200 00
Mr. Chandler Robbins.....	15 00		
Miss Mary N. Roberts.....	5 00		
Mr. John D. Rockefeller.....	100 00	Mrs. F. Waterman.....	5 00
Mr. William Rockefeller.....	50 00	Miss May W. White.....	5 00
Mr. Livingston Roe.....	20 00	Mrs. W. Seward Webb.....	10 00
Mr. C. V. S. Roosevelt.....	10 00	Mr. Wm. C. Whitney.....	100 00
Mr. Elihu Root.....	25 00	Mrs. F. S. Witherbee.....	10 00
Mrs. Wm. J. Rotch.....	5 00	Mr. Abram Wolff.....	10 00
Mrs. Jacob Ruppert.....	10 00	Mrs. C. C. Worthington.....	5 00
Mrs. Jacob Ruppert.....	10 00	Mrs. Isador Wormser.....	5 00
Mr. Chas. H. Russell.....	10 00		
Mrs. Jane Potter Russell.....	10 00		
			\$5,898 00

*Contributions to Special Fund for Salary and Expenses of  
Agent for Placing-out Children, to September 30th, 1899.*

A Friend.....	\$20 00	Mr. Wm. P. Letchworth.....	\$10 00
A Friend.....	25 00	Mrs. Haslett McKim.....	50 00
A Friend.....	10	Miss Georgina Schuyler.....	100 00
Mr. John L. Cadwalader.....	250 00	Miss Louisa Lee Schuyler.....	100 00
Miss Ellen G. Cary.....	50 00	Mrs. L. P. Thompson.....	300 00
Hon. Joseph H. Choate.....	250 00	Mr. L. S. Thompson.....	15 00
Mr. Robert W. de Forest.....	25 00	Miss Everetta C. Whitney.....	25 00
Miss Grace H. Dodge.....	25 00		
Mr. Jas. J. Higginson.....	50 00		
Miss Annie B. Jennings.....	100 00		
			\$1,395 10

*Contributions to Sub-Committee on Providing Situations for  
Mothers with Infants from October 1st, 1898, to  
September 30th, 1899.*

Mrs. B. T. Auchmuty.....	\$50 00	Mrs. John J. Emery.....	\$25 00
Mrs. Hugh D. Auchincloss....	25 00	Mrs. Wm. M. Everts.....	5 00
Mrs. S. P. Avery.....	10 00		
Mrs. C. B. Agnew.....	5 00	Miss Ada M. Faye.....	10 00
Mrs. J. H. Alexandre.....	5 00	Miss Faye.....	2 00
Anonymous.....	10 00	Mr. Geo. D. Farrar.....	25 00
		Mr. Charles S. Fairchild.....	25 00
Miss Bryce.....	25 00	Friend.....	25 00
Mrs. W. C. Bryce.....	25 00		
Mrs. J. S. Breese.....	10 00	Mrs. Wm. Preston Griffin....	5 00
Mrs. Geo. F. Baker.....	10 00	Mrs. W. S. Gurnee, Jr.....	5 00
Mrs. Chas. T. Barney.....	5 00		
Mrs. S. J. Broadwell.....	1 00	Mrs. August Heckscher.....	20 00
Mr. Edward C. Bogert.....	25 00	Miss Eleanor Hendricks.....	10 00
Mrs. E. Billings.....	25 00	Mrs. M. L. Harrison.....	5 00
Miss Mary T. Bryce.....	10 00	Mrs. C. W. Harkness.....	50 00
Miss H. C. Butler.....	25 00	Mr. J. Montgomery Hare.....	5 00
Mr. Franklin W. Brush.....	10 00	Miss E. W. Harris.....	10 00
		Mr. C. B. Hendricks.....	5 00
Mr. Geo. F. Canfield.....	50 00	Mrs. Henry O. Havemeyer....	10 00
Mrs. George W. Curtis.....	5 00	Mr. Wm. Hustace.....	15 00
Mrs. H. Livingston Center....	2 00	Mr. Jas. D. Hague.....	5 00
Mr. F. H. Chappell.....	5 00	Mrs. H. J. Hayden.....	5 00
Mrs. G. E. Chisolm.....	10 00	Mrs. A. Filmoro Hyde.....	5 00
Mrs. Nathan Chandler.....	5 00	Mrs. E. Hurd.....	10 00
Mrs. M. B. Carey.....	3 00	Mrs. E. A. Hulitt.....	1 00
Cosmopolitan Sewing Circle...	10 42	Miss E. B. Innes.....	15 00
Cash.....	1 00	Miss A. B. Jennings.....	100 00
Cash.....	5 00	Mrs. Morris K. Jesup.....	50 00
Cash.....	25 00	Mr. Robert Jaffray.....	5 00
"C".....	100 00		
		Mrs. Kingsland.....	10 00
Mrs. W. E. Dodge.....	20 00	Mrs. J. F. Kernochan.....	10 00
Mrs. W. E. Dodge, Jr.....	20 00		
Miss G. H. Dodge.....	25 00	Mrs. J. F. Lockwood.....	5 00
Mr. E. J. De Coppet.....	20 00	Mrs. George Lewis.....	25 00
Mrs. E. T. Dyer.....	10 00	Mrs. George de F. Lord.....	10 00
Mr. De Klyn.....	10 00	Mr. Robbins Little.....	5 00
Mrs. David Dows.....	25 00	Mr. C. A. Low.....	10 00
Mr. Robert de Forest.....	20 00		

Mr. Edward L. Ludlow.....	\$10 00	Mrs. R. Skeel.....	\$5 00
Miss Hannah N. Lawrence....	25 00	Mr. M. A. Stone.....	5 00
Mrs. Elbert B. Monroe.....	15 00	Mr. James Speyer.....	25 00
Mrs. J. Pierpont Morgan.....	50 00	Mrs. Francis Lynde Stetson..	20 00
Mrs. John Markoe.....	25 00	Mrs. Jas. A. Scrymser.....	25 00
Mrs. V. Everit Macy.....	60 00	Miss Louisa Lee Schnyler....	10 00
Miss E. V. C. Morris.....	10 00	Mrs. A. M. Sherwood.....	10 00
Miss S. E. Minton.....	20 00	Mrs. W. R. Thurston.....	5 00
Mr. O. L. Mayer.....	10 00	Mrs. James Timpson.....	10 00
Mrs. A. N. Morris.....	10 00	Mr. R. H. L. Townsend.....	5 00
Mr. Albert Mathews.....	5 00	Mrs. Merritt Trimble.....	10 00
Mr. Brandon Matthews.....	10 00	Mrs. E. D. Trowbridge.....	5 00
Mrs. Payson Merrill.....	2 00	Mrs. Jennie N. Trowbridge...	10 00
Mrs. John W. Minturn.....	20 00	Dr. Henry Tuck.....	5 00
Mrs. Haslett McKim.....	25 00	Mrs. Ramsay Turnbull.....	5 00
Miss Meta Neilson.....	10 00	Mrs. E. H. Van Ingen.....	10 00
Mrs. Joseph P. Norris.....	2 00	Mr. Henry Villard.....	25 00
Mrs. Henry Oothout.....	25 00	Mrs. John Seely Ward, Jr....	15 00
Mrs. W. H. Osborn.....	20 00	Mrs. John Wells.....	10 00
Dr. Oppenheimer.....	5 00	Mrs. Joseph M. White.....	25 00
Mrs. M. L. Parsons.....	6 00	Miss T. M. Williams.....	5 00
Miss Susan D. Parish.....	25 00	Dr. J. McE. Wetmore.....	5 00
Mr. S. T. Peters.....	5 00	Mrs. J. H. Whitehouse.....	10 00
Mrs. Charles Phelps.....	5 00	Miss Frances E. White.....	25 00
Mr. Stowe Phelps.....	5 00	Mr. George G. Williams.....	10 00
Miss Ross.....	1 00	Mrs. William Whitney.....	10 00
Mrs. A. D. Russell.....	10 00	Miss Whitney.....	10 00
Mr. Wm. A. Read.....	20 00	Mr. Felix M. Warburg.....	25 00
F. W. R.....	5 00	Mrs. R. H. Williams.....	10 00
Mrs. D. DuBois Sahler.....	5 00	Mr. C. W. Watson.....	25 00
Miss Stevens.....	10 00	Mrs. John T. Willets.....	15 00
Mrs. E. P. Stillman.....	100 00	Mrs. F. Meriam Wheeler.....	10 00
Miss A. H. Schenck.....	25 00	Miss Caroline White.....	25 00
Mrs. J. H. Schiff.....	25 00	Mr. A. A. Weeks.....	5 00
Mrs. W. Wheeler Smith.....	2 00	Mrs. A. C. Zabriskie.....	10 00
Mr. F. W. Stevens.....	10 00		
Mrs. E. F. Shepard.....	100 00		
			\$2,333 42

*Contributions to Joint Committee on the Care of Motherless  
Infants, for the year beginning April 1st, 1899, received  
through the State Charities Aid Association, to  
October 1st, 1899.*

Mrs. R. T. Auchmuty.....	\$200 00	Mr. Alfred T. White.....	\$50 00
Mrs. William Bryce.....	10 00	Mr. Horace White.....	10 00
Miss M. T. Bryce.....	5 00	Mrs. M. Orme Wilson.....	150 00
Mrs. William Constable.....	10 00	Mrs. M. Orme Wilson, dona- tion for support of special case.....	49 03
A Friend, through Dr. Whee- lock.....	25 00	Through Mrs. M. Orme Wilson:	
Miss Annie B. Jennings.....	500 00	Mr. R. T. Wilson.....	75 00
Mrs. Gustav Stellwag.....	25 00	Mrs. B. S. Welles.....	20 00
Through Miss Sarah Steward:		Miss Welles.....	5 00
Mr. Lowell Lincoln.....	10 00	Three Friends.....	2 50
Mr. Lowell Lincoln, Jr....	10 00		
Mrs. William Manice.....	5 00		
Mrs. John Wells.....	25 00		
			\$1,186 53

# Appendix A.

## TABULAR STATEMENT COMPILED FROM REPORTS OF COUNTY VISITING COMMITTEES.

COUNTY.	Almshouse located at	No. of inmates October 1, 1899.			Classification of Inmates.						Condition of Almshouse as to			How often are religious services held.	Number of children not passing through Almshouse provided for by Superintendent of Poor during year.
		Males.	Females.	Total.	Feeble-minded and idiotic.	Epileptic.	Children under two years of age.	Between two and sixteen years of age during year.	Born in Almshouse during year.	Water supply.	Drainage.	Ventilation.			
Albany*	Albany	30	31	61	23	2	1	0	4	Satisfactory.	Good.	Sufficient.	Weekly.	14	
Allegany	Angelica	..	..	..	15	4	0	0	..	Excellent.	Good.	Fair.	Bi-weekly.	..	
Cattaraugus	Machias	49	26	75	17	5	2	1	3	Good.	Good.	Poor.	Bi-monthly.	0	
Cattaraugus	Sennett	88	46	134	9	6	1	2	2	Good.	Good.	Good.	Fortnightly.	..	
Cayuga	Dewittville	55	28	83	9	6	0	1	2	Satisfactory.	Good.	Fair.	Bi-monthly.	9	
Chemung	Breesepore	43	20	63	11	2	0	0	1	Very good.	Fair.	Fair.	Weekly.	0	
Chemung	Preston	..	..	..	..	..	..	..	..	..	..	..	..	..	
Chemung	Ghent	25	14	39	2	0	0	0	1	Inadequate.	Good.	Fair.	..	3	
Columbia	Homer	27	9	36	12	0	0	13	1	Inadequate.	Good.	Poor.	Fortnightly.	3	
Cortland	Delhi	70	18	88	15	4	1	3	3	Good.	Good.	Fair.	Weekly.	11	
Delaware	Oak Summit	442	176	618	4	8	22	4	46	Good.	Good.	Poor.	Weekly.	..	
Dutchess	Buffalo	..	..	..	5	0	1	1	1	Plentiful.	Fair.	Good.	..	..	
Dutchess	Whallonsburg	32	15	47	5	0	1	1	1	Good.	Good.	Excellent.	..	10	
Essex	Malone	24	15	39	12	3	0	0	0	Good.	Good.	Poor.	Occasionally.	12	
Franklin	Gloversville	32	13	45	12	0	0	0	0	Poor.	Good.	Good.	Fortnightly.	0	
Franklin	Bethany	30	29	59	3	2	0	0	2	Inadequate.	Poor.	Fair.	Fortnightly.	0	
Greene	Cairo	..	..	..	..	..	..	..	..	..	..	..	..	..	

Herkimer...	Middleville....	60	20	80	3	3	0	0	0	0	0	Good.	Good.	Very fair.	Monthly.	.....
Kingsf.....	Flatbush.....	..	..	..	..	..	..	..	..	..	..	.....	.....	.....	.....	.....
Livingston..	Geneseo.....	52	13	65	9	7	0	3	1	1	1	Good.	Good.	Poor.	Weekly.	.....
Montgomery	Palatine Bridge	22	17	39	14	4	0	0	0	1	1	Good.	Good.	Poor.	Occasionally.	0
Nassau†...	.....	45	18	63	8	0	0	0	0	0	0	Poor.	Poor.	Fair.	.....	.....
New York†.	New York.....	..	..	..	..	..	..	..	..	..	..	.....	.....	.....	.....	.....
Niagara....	Lockport....	66	27	93	6	1	..	0	3	7	0	Good.	Good.	Poor.	Weekly.	46
Oneida.....	Rome.....	168	84	252	5	3	1	1	1	1	1	Good.	Good.	Very bad.	Weekly.	0
Onondaga...	Syracuse.....	135	65	200	7	4	3	0	3	0	3	Good.	Good.	Very bad.	Semi-weekly.	.....
Ontario....	Canandaigua.	41	24	65	4	0	1	1	1	1	1	Ample.	Good.	Good.	Fortnightly.	.....
Orange.....	Newburgh....	49	43	92	4	1	2	2	0	2	0	Fair.	Fair.	Fair.	Weekly.	22
Orleans....	Albion.....	48	25	73	13	3	3	7	4	1	1	Very good.	Good.	Fair.	Weekly.	6
Oswego.....	Mexico.....	49	28	77	13	5	1	1	1	1	1	Good.	Good.	Good.	Fortnightly.	.....
Putnam....	Carmel.....	29	4	33	1	0	0	0	0	0	0	Good.	Good.	Good.	Monthly.	.....
Rensselaer..	Troy.....	167	75	242	3	1	4	0	8	1	1	Good.	Good.	Good.	Weekly.	.....
Richmond..	New Dorp....	69	44	113	4	5	2	0	1	..	..	Improved.	Very good.	Poor.	Weekly.	.....
Rockland...	Monsey.....	50	30	80	3	0	2	2	..	..	..	Good.	Good.	Fair.	Monthly.	.....
St. Lawrence	Canton.....	72	38	110	29	10	0	3	4	4	4	Sufficient.	Good.	Fair.	Weekly.	2
Schenectady	Schenectady.	54	15	69	2	1	0	2	1	2	1	Excellent.	Excellent.	Fair.	Weekly.	1
Seneca.....	Waterloo....	20	12	32	4	1	0	0	0	0	0	Adequate.	Fair.	Fair.	Occasionally.	0
Steuben....	Bath.....	61	14	75	4	2	0	9	0	0	0	Insufficient.	Insufficient.	Fair.	Fortnightly.	.....
Suffolk.....	Yaphank....	76	69	145	36	4	4	0	4	4	4	Good.	Good.	Good.	Monthly.	9
Sutpkins...†	Ithaca.....	39	19	58	2	0	0	6	0	0	0	Good.	Good.	Good.	.....	.....
Tompkins*..	New Paltz....	..	..	..	..	..	..	..	..	..	..	.....	.....	.....	.....	.....
Ulster.....	Argyle.....	34	32	66	7	2	2	..	..	..	..	Fair.	Good.	Good.	Fortnightly.	.....
Washington.	Lyons.....	43	29	72	17	4	2	3	2	2	2	Fair.	Good.	Fair.	Occasionally.	.....
Wayne.....	East View....	155	85	240	3	4	13	1	8	1	8	Fair.	Fair.	Fair.	Weekly.	249
Westchester.	Penn Yann....	36	11	47	4	0	0	0	0	0	0	Insufficient.	Poor.	Poor.	Occasionally.	11
Yates.....	.....	..	..	..	..	..	..	..	..	..	..	.....	.....	.....	.....	.....

\* Report for 1899 not received.

† The statistics for New York and Kings Counties will be found in Appendix B, page 124.

‡ The statistics given are for the two Town Almshouses at Hempstead and Oyster Bay.

§ The statistics given are for the Newburgh City Almshouse.

**Appendix B.****CENSUS OF DEPARTMENT OF PUBLIC CHARITIES OF NEW YORK CITY, OCTOBER 1, 1899.**

	Officers and em- ployees.	Unpaid helpers.	Inmates.	Total.	Work- house helpers trans- ferred.
<b>Boroughs of Manhattan and the Bronx:</b>					
Bellevue Hospital.....	442	187	641	1,300	30
Gouverneur " .....	36	....	38	74	....
Harlem " .....	39	3	34	76	....
Fordham " .....	32	4	43	79	....
City " .....	161	63	580	814	10
Metropolitan " .....	113	24	427	587	23
Almshouse.....	165	....	2,018	2,183	....
Infants' Hospital....	129	2	219	355	5
Children's Hospitals and Schools.....	197	6	939	1,175	33
<b>Total, Manhattan and the Bronx.....</b>	<b>1,314</b>	<b>289</b>	<b>4,939</b>	<b>6,643</b>	<b>101</b>
<b>Boroughs of Brooklyn and Queens:</b>					
Almshouse.....	39	....	1,319		
Infants' Hospital.....	....	....	134		
Hospital .....	144	....	478		
Idiot Asylum.....	....	....	84		
<b>Total, Brooklyn and Queens.....</b>	<b>183</b>	<b>....</b>	<b>2,015</b>		
<b>Borough of Richmond:</b>					
Almshouse.....	....	....	113		
<b>Total, New York City..</b>	<b>1,497</b>	<b>....</b>	<b>7,067</b>		

## Appendix C.

### MEMBERS AND OFFICERS

OF THE

### STATE BOARD OF CHARITIES,

1899.

SHOWING COUNTIES INCLUDED IN THE VARIOUS JUDICIAL DISTRICTS.

#### OFFICERS:

WILLIAM RHINELANDER STEWART.....	<i>President</i>
ENOCH VINE STODDARD.....	<i>Vice-President</i>
ROBERT W. HEBBERD.....	<i>Secretary</i>
BYRON M. CHILD.....	<i>Superintendent of State and Alien Poor</i>
WALTER S. UFFORD.....	<i>Superintendent of Inspection</i>
Office of the Board: The Capitol, Albany.	
<i>First Judicial District</i> .....	WM. R. STEWART, <i>President</i> , 31
County of New York.	Nassau St., New York.
<i>New York County</i> .....	Mrs. BEEKMAN DE PEYSTER, 101 West
	Eighty-first St., New York.
<i>New York County</i> .....	EUGENE A. PHILBIN, 111 Broadway,
	N. Y.
<i>New York County</i> .....	STEPHEN SMITH, 640 Madison Ave.,
	N. Y.
<i>Second Judicial District</i> .....	EDWARD H. LITCHFIELD, 2 Monta-
Counties of Richmond,	gue Terrace, Brooklyn, N. Y.
Suffolk, Queens,	
Kings, Westchester,	
Putnam, Orange,	
Rockland and Dut-	
chess.	
<i>Kings County</i> .....	JOHN NOTMAN, 136 Joralemon St.,
	Brooklyn, N. Y.
<i>Third Judicial District</i> .....	SIMON W. ROSENDALE, 57 State St.,
Counties of Columbia,	Albany, N. Y.
Sullivan, Ulster,	
Greene, Albany,	
Schoharie and Rens-	
selaer.	

- Fourth Judicial District*...NEWTON ALDRICH, Gouverneur,  
Counties of Warren, St. Lawrence County, N. Y.  
Saratoga, Washing-  
ton, Essex, Franklin,  
St. Lawrence, Clin-  
ton, Montgomery.  
Hamilton, Fulton and  
Schenectady.
- Fifth Judicial District*....DENNIS MCCARTHY, 217 Salina St.,  
Counties of Onondaga, Syracuse, N. Y.  
Oneida, Oswego, Her-  
kimer, Jefferson and  
Lewis.
- Sixth Judicial District*....PETER WALRATH, Chittenango,  
Counties of Otsego, Del- Madison County, N. Y.  
aware, Madison, Che-  
nango, Broome,  
Tioga, Chemung,  
Tompkins, Cortland  
and Schuyler.
- Seventh Judicial District*...ENOCH VINE STODDARD, M. D., Vice-  
Counties of Livingston, President, 62 State St., Rochester,  
Wayne, Seneca, N. Y.  
Yates, Ontario, Steu-  
ben, Monroe and  
Cayuga.
- Eighth Judicial District*...HARVEY W. PUTNAM, 21 White  
Counties of Erie, Chau- Building, Buffalo, N. Y.  
tauqua, Cattaraugus,  
Orleans, Niagara,  
Genesee, Allegany  
and Wyoming.

## Appendix D.

### ADDITIONS TO LIBRARY SINCE LAST ANNUAL REPORT.

#### *Relating to Children.*

- Origin and History of the Orphan Asylum Society in New York City (a reprint of the Annual Reports of this institution, from 1806 to 1896). 2 Vols.
- State Children's Council of South Australia. Report, 1898.
- Lyman and Industrial School, Boston, Mass. Report, September, 1898.
- Board of Children's Guardians, District of Columbia. Report, 1898.
- Neglected and Dependent Children, Ontario. Reports of Superintendent, including Special Report on Child Immigration, 1897 and 1898.
- Hebrew Benevolent and Orphan Asylum Society of the City of New York. Report, 1898.
- Temporary Home of Queens County, N. Y. Reports, 1897 and 1898.
- "Bulletin De La Societe Des Creches" (published quarterly).
- Scope and Limitations of Hospitals for Infants. By L. Emmett Holt. 1898.
- Report of New Jersey Commission on Defective, Delinquent and Dependent Children, and Their Care. 1899.
- Report of the Rose Orphan Home for three years, ending September, 1898. Terre Haute, Ind.
- Statement of the Boston Children's Aid Society and Appendices. 1898.
- Report of the Committee on Truant Officers. Boston, 1898.
- Rochester Orphan Asylum. Report, 1898.
- Children's Aid Society of Rochester. Report, 1897.
- Children's Aid Society of Pennsylvania. Report, 1898.
- Protest of New Jersey Children's Home Society against Senate Bill No. 73. 1899.
- Report of the Committee of State Board of Charities on Placing-Out of Children, 1898.
- Foulke and Long Institute for Orphan Girls, Philadelphia. Reports, 1896, 1897, 1898.
- Brooklyn Society for the Prevention of Cruelty to Children. Report, 1898.
- Richmond County Society for the Prevention of Cruelty to Children. Report, 1898.
- Children's Home of Cincinnati. Report, 1898.
- Buffalo Children's Aid Society. Report, 1897.
- Buffalo Orphan Asylum. Report, 1898.
- Home Care of Dependent Children of Maryland. 1895.
- The Shady Side of the Placing-Out System. By Lyman P. Alden. 1885.
- Country Homes for Dependent Children. 1898. By Charles Loring Brace, N. Y.
- Circular on the Care of Foundlings and Motherless Infants. New York, 1898.
- Report of the Agency for Dependent Children, Newburgh, N. Y. 1894. Established by the Newburgh Committee of the State Charities Aid Association.
- Burnham Industrial Farm, Act of Incorporation. 1886.
- Report of the Committee on the Placing-Out of Children. 1898.
- Report of an Investigation into the Management of the American Female Guardian Society. 1899.
- Address by William R. Stewart, President of State Board of Charities, N. Y.

- Bethany Orphan's Home. Report, 1899. Womelsdorf, Pa.  
 Illinois Children's Home and Aid Society, Chicago. Report, 1899.  
 Homes for the Homeless, April and July, 1899. New Jersey Children's Home Society.  
 Children's Home Finder. April, 1899.  
 "The Emerald." Photographic Description of the New York Catholic Pro-tectory, Westchester, N. Y.  
 The Lend a Hand Record. October, 1898.  
 New York Children's Aid Society. Report, 1898.  
 Brooklyn Nursery and Infants' Hospital. Report, 1898.  
 The Delaware Society for the Prevention of Cruelty to Children. Report, 1898.  
 Brooklyn Industrial School Association. Report, 1899.  
 Home for the Friendless and Destitute Children of Wilmington, Delaware. Report, 1899.  
 Circular of the State Children's Aid Association. London.  
 Report of Children's Institutions Department. Boston, 1899.  
 Laws regulating the Care and Disposition of Poor Children of New Jersey. 1898.  
 The People of the State of New York; State Board of Charities against New York Society for the Prevention of Cruelty to Children. 1899.  
 Address by Talcott Williams, LL.D., 1896. Reprinted from the Report of Directors of the Poor and Charities of the State of Pennsylvania, held at Philadelphia, 1895.  
 Laws for the Protection of Children. 1889, New York.  
 Commonwealth of Massachusetts. An Act in 1892, to provide for the licens-ing and regulating of boarding homes for infants.  
 An Act in Relation to Children committed to Charitable and Public Institu-tions in the City of New York. 1898.

### *Relating to Hospitals.*

- Manhattan State Hospital. Report, 1897.  
 "The Doctor, The Hospital and The Patient." By George W. Galvin, M. D. 1897.  
 Scope and Limitations of Hospitals for Infants. By L. Emmett Holt, M. D. 1898.  
 Report of Hartford Hospital. 1898.  
 Instruction and Lectures to the Nurses of the Training School of Middletown State Homeopathic Hospital. 1895-96.  
 Hudson River State Hospital—Training School for Nurses. Report, 1898-99.  
 Duties of Supervisors, Attendants and other Employees. From By-Laws established by the Managers of the Hudson River Hospital, New York.  
 Things an Attendant Must Never Do. (After Mercier.)  
 Middletown Training School for Nurses. Report, 1896-97.  
 St. Lawrence State Hospital, Ogdensburgh, N. Y. Report, 1898.  
 Lawrence, Mass., General Hospital. Report, 1898.  
 Visitation of Public Hospitals and Almshouses in the First Judicial District. 1898.  
 Report of Special Committee on Establishing a State Hospital for Treatment of Pulmonary Tuberculosis. 1899, New York.  
 Report of White Plains Hospital. 1895.  
 City Hospital, Worcester, Mass. Report, 1899.  
 Willard State Hospital. Report, 1898.  
 Washington Hospital for Foundlings. Report, 1898.  
 Rhode Island Hospital. Report, 1898.

- Main General Hospital. Report, 1898.  
 Utica State Hospital. Report, 1898.  
 Buffalo State Hospital. Report, 1898.  
 The Instructive District Nursing Association of Boston, Mass. Report, 1899.  
 Pennsylvania Hospital. Report, 1898.  
 Massachusetts School for the Feeble-Minded. Report, 1898.  
 Craig Colony. Report, 1898.  
 School for Feeble-Minded at Waltham, Mass. Report, 1898.  
 The Wisconsin System. Reprint from the Tenth Annual Report of the New York State Commission in Lunacy. 1898.  
 The Nightingale Fund. Reports, 1896, 1897.  
 The New York City Training School for Nurses. Report, 1898.  
 Report of the Kings County Hospital. By Commissioner Bergen. 1896 and 1897.  
 Matteawan State Hospital. Report, 1898.  
 Provision for the Criminal Insane—A Discussion. 1898. By H. E. Allison, of Matteawan State Hospital, N. Y.  
 The Women's Medical College of the New York Infirmary for Women and Children. 1898.  
 The After Care of the Insane. By Henry R. Stedman, M. D. Reprint from "Charities Review," for March, 1899.  
 The Relation of the State to the Consumptive. By John H. Pryor, M. D. 1899.  
 State and Municipal Care of Consumptives. By S. A. Knopf. 1898. Paris and Bellevue, N. Y.  
 The Relative Death-Rates from Cancer and Consumption. By John H. Pryor, M. D. 1899.  
 State Care of the Insane. By Frank C. Hoyt, M. D. 1899.  
 Insanity and Homicide. By H. E. Allison, M. D. 1898.  
 The Criminal Insane in the United States and in Foreign Countries. By S. J. Barrows. 1898.  
 Sanitation and Tuberculosis in State Institutions. By George F. Keene, M. D. 1898.  
 Report of the State Board of Lunacy and Charity of New York. 1898.  
 Medico-Legal Notes. By H. E. Allison, M. D. 1898.  
 Vegetation a Remedy for the Summer Heat of Cities. By Stephen Smith, M. D. 1899.  
 Report of Relief of Work done by Red Cross Auxiliary No. 3. 1898. New York.  
 Plan and Specifications for Hospital Wing, to be attached to Poorhouse or other institutions. 1894.  
 Medical Register, New York, New Jersey and Connecticut. 1895.  
 The Relation of Local and County Authorities to the State in regard to the Custody and Care of the Insane. By F. B. Sanborn. 1899.

### *Individual and Associate Charity.*

- Charity Organization Society of New York. Report, 1898.  
 Associated Charities of Boston. Report, 1898.  
 Charity Organization Society of Baltimore. Reports, 1894-1898.  
 State Charities Aid Association of New Jersey. Report, 1898.  
 Kings County Local Visiting Committee of the State Charities Aid Association. Reports, 1897 and 1899.  
 Associated Charities of St. Paul, Minn. Report, 1898.  
 Report of Meeting of the Associated Charities of Meridan, Miss. 1898.  
 Board of Mediation and Arbitration. Report, 1897.

- New York County Visiting Committee. Reports, 1897 and 1898.  
 Charity Organization Society of Hartford, Conn. Report, 1898.  
 The New York Flower and Fruit Mission. Report, 1898.  
 Association of Directors of the Poor and Charities of Pennsylvania. Report, 1898.  
 Address Concerning the Division of the Department of Public Institutions. 1896.  
 Hand Book for Friendly Visitors among the Poor. 1883. Compiled by Charity Organization Society.  
 Board of Public Charities of North Carolina. Report, 1897.  
 Charity Organization Society of Castleton, Borough of Richmond. Report, 1899.  
 Second Canadian Conference of Charities and Correction. Report, 1899.  
 Statement Submitted to the Board of Estimate and Apportionment by the State Charities Aid Association of New York. 1899.  
 Public Appropriations to Private Charities in New York City. By Homer Folks, Secretary of State Charities Aid Association. 1899.  
 New York Association for Improving the Condition of the Poor. Report, 1898.  
 Report of Special Committee on the Division of the Department of Public Charities and Correction: State Charities Aid Association of New York. 1895.  
 Boarding-Out and Cottage Training Homes Association. Report, 1897. Edinburgh, Scotland.  
 Report of Associated Charities of District of Columbia. 1898.  
 Report of the Society for Promoting the Return of Women as Poor Law Guardians. 1897. London, England.  
 Report of the St. Louis Provident Association. 1898.  
 The Industrial Christian Alliance: A History. 1891-1898.  
 Baltimore Association for Improving the Condition of the Poor. Report, 1898.  
 Board of Charities and Corrections, South Dakota. Report, 1897 and 1898.  
 Church Charity Foundation. Reports for 1896, 1897, 1898, 1899. Brooklyn, N. Y.  
 Old Age Pensions and the Aged Poor, a Proposal by Charles Booth, London. 1899.  
 Trustees of the Poor of Baltimore. Report, 1897.  
 Howard Association. Report, 1897. London, England.  
 Agency for Providing Situations in the Country for Destitute Mothers with Infants. New York City. Report, 1898.  
 Newton Associated Charities. Report, 1899.  
 Bulletin of the Department of Labor. 1899. Washington, D. C.  
 Remarks of George Bliss on the Amendment Proposed by the National League for the Protection of American Institutions. 1894.  
 Motherless Babies. Paper by Joint Committee of the Association for the Improvement of the Condition of the Poor and the State Charities Aid Association of New York City. 1898.

### *Miscellaneous.*

- Massachusetts State Board of Health, Lunacy and Charity. Twentieth Annual Report, 1898.  
 Charitable and Reformatory Institutions in the District of Columbia. Report, 1898.  
 Indiana Supreme Court Decisions. 1896.  
 New York State Board of Charities. Report, 1899.  
 Rules Governing the Reception and Retention of Inmates. State Board of Charities of New York. 1899.

- Brief in Opposition to Certain Provisions of Senate Bill No. 108, known as the Education Bill: State Board of Charities of New York. 1899.
- New York State Board of Charities: Report of Visitation of Public Hospitals. 1899.
- Report of Visitation of the Kings County Almshouse. By Commissioner Bergen. 1898.
- Report of Comptroller of City of New York. 1897 and 1898.
- Report of the State Board of Charities to the Legislature of Indiana. 1898.
- Indiana Bulletin of Charities and Correction. 1898 and 1899.
- Board of State Charities and Correction of Rhode Island. 1898.
- Municipal Affairs. 1898. Issued quarterly in New York.
- Minnesota Bulletin of Charities and Correction. 1898 and 1899.
- The National Bulletin of Charities and Correction. 1897 and 1899.
- Educational Alliance, N. Y. Report, 1898.
- Pauper Institutions Trustees of the City of Boston. Report, 1899.
- Board of Charities and Reform, Wyoming. Report, 1898.
- New York Supreme Court—Case on Appeal. 1895.
- Draft of Education Law of New York, submitted to the Legislature. 1899.
- Consolidated School Law of State of New York. 1896.
- Amendments and Additions to School Law in State of New York. 1897.
- An Act to Establish a State Hospital in New York, in the Adirondack Mountains, for the Treatment of Incipient Pulmonary Tuberculosis.
- Report of the Conference on Catholic Charities of the United States. 1898.
- State Penitentiary Report of Pennsylvania. 1898.
- By-Laws of the Commissioners of the Almshouse of Poughkeepsie. 1898.
- New York State Conference of Charities and Correction. Report, 1899.
- Classification of Paupers. Is it possible in the United States to classify Almshouse inmates as to character and conduct? Alice N. Lincoln. 1898.
- Constitutional Provisions, Laws, Rules and By-Laws, New York State Board of Charities. 1897.
- Board of Poor Commissioners of Grand Rapids, Mich. Report, 1897.
- Ohio Board of State Charities. Report, 1897.
- Boston Board of Overseers of the Poor. Report, 1899.
- Report of County Superintendents of the Poor of New York. 1899.
- Extracts relating to the New York City Asylums for the Insane. 1896.
- New York State Library Bulletin. 1897 and 1898.
- New York Civil Service Commission. Report, 1894.
- Conference of Board of Charities and Corrections, Lansing, Mich. 1898.
- Census of the City of New York. 1895.
- Hearing before New York Senate Judiciary Committee. 1899.
- Report of Almshouse Commissioners of Poughkeepsie. 1897.
- Report of New York State Commissioner of Prisons. 1898.
- Report of Superintendent of New York State Prisons. 1898.
- Report of Standing Committee on County and Municipal Charities, including Out-door Relief, by Joseph P. Byers. 1899.
- The Poor Relief System of Poughkeepsie. 1899.
- Civil Service in Great Britain. 1881.
- Report of Almshouse Commissioners of Newburgh. 1899.
- Annual Convention of County Superintendents of the Poor of the State of New York. 1899.
- Compulsory Education Law. 1896. New York.

## Appendix E.

### CERTIFICATE OF INCORPORATION OF STATE CHARITIES AID ASSOCIATION.

We, the undersigned, being of full age and citizens and residents of the State of New York, do hereby associate ourselves together to form an incorporation under the provisions of Chapter 319 of the Session Laws of New York of the year 1848, and of the Acts amendatory of the same.

We do further certify that the name or title by which the Society is to be known in law is the "State Charities Aid Association"; that its principal place of business is in the City of New York. Its particular business and objects are to aid and promote the improvement of the mental, moral, and physical condition of the inmates of all public charitable institutions in the State, and in particular of State Institutions, County Poor-houses and City Alms-houses, and to induce the adoption by the community at large of such measures in the organization and administration of both public and private charity as may develop the self-respect and increase the power of self-support of the poorer classes in society; that the number of its trustees, directors, or managers, is fifteen, and that their names for the first year of the Society's existence are Louisa Lee Schuyler, Howard Potter, Gertrude S. Rice, Theodore W. Dwight, Laura d'Orémieulx, James Gallatin, Florence Bayard Lockwood, D. Willis James, Elizabeth C. Hobson, John Crosby Brown, Sophie E. Minton, Henry E. Howland, Sarah T. Sands, John A. McKim, Joseph H. Choate.

In witness whereof we have hereunto set our hands, this 22d day of December, 1880.

LOUISA LEE SCHUYLER,  
HOWARD POTTER,  
GERTRUDE S. RICE,  
THEODORE W. DWIGHT,  
LAURA D'ORÉMIEULX,  
JAMES GALLATIN,  
JOHN CROSBY BROWN,  
FLORENCE BAYARD LOCKWOOD,  
D. WILLIS JAMES,  
ELIZABETH C. HOBSON,  
SOPHIE E. MINTON,  
HENRY E. HOWLAND,  
SARAH T. SANDS,  
J. A. MCKIM,  
JOSEPH H. CHOATE.

STATE OF NEW YORK, }  
 City and County of New York. }

On this 22d day of December, 1880, before me personally appeared Louisa Lee Schuyler, Howard Potter, Gertrude S. Rice, Theodore W. Dwight, Laura d'Orémieulx, James Gallatin, John Crosby Brown, Florence Bayard Lockwood, D. Willis James, Elizabeth C. Hobson, Sophie E. Minton, Henry E. Howland, Sarah T. Sands, John A. McKim, and Joseph H. Choate, all to me known, and known to me to be the individuals described in, and who executed, the foregoing instrument, and severally acknowledge that they executed the same.

CHAUNCEY O. MIDDLEBROOK,  
*Notary Public.*

COUNTY OF NEW YORK.

I hereby consent to and approve of the filing of the within certificate.

C. H. DONOHUE.

NEW YORK.

## Appendix F.

### RIGHT OF ENTRANCE LAW—STATE CHARITIES AID ASSOCIATION.

*General—All Counties—Laws of New York.*

CHAP. 546, LAWS OF 1896.

AN ACT relating to state charities, constituting chapter twenty-six of the general laws.

BECAME a law May 12, 1896, with the approval of the Governor. Passed, three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

### CHAPTER XXVI. OF THE GENERAL LAWS.

#### STATE CHARITIES LAW.

#### ARTICLE II.

#### *State Charities Aid Association.*

Section 30. Visits by the state charities aid association.

31. Duties of officers in charge of institutions; enforcement of orders.

32. Annual reports.

SECTION 30. Visits by the state charities aid association.—Any justice of the supreme court, on written application of the

state charities aid association, through its president or other officer designated by its board of managers, may grant to such person as may be named in such application, orders to enable such persons, or any of them, as visitors of such association to visit, inspect and examine, in behalf of such association any of the public charitable institutions and state hospitals for the insane owned by the state, and the county, town and city poor-houses and alms houses within the state. The persons so appointed to visit, inspect and examine such institutions shall reside in the counties from which such institutions receive their inmates, and such appointments shall be made by a justice of the supreme court of the judicial district in which such visitors reside. Each order shall specify the institution to be visited, inspected and examined and the name of each person by whom such visitation, inspection and examination shall be made, and shall be in force for one year from the date on which it shall have been granted, unless sooner revoked.

§ 31. Duties of officers in charge of institutions; enforcement of orders.—All persons in charge of any such institution shall admit each person named in any such order into every part of such institution, and render such person every possible facility to enable him to make in a thorough manner such visits, inspection and examination, which are hereby declared to be for a public purpose, and to be made with a view to public benefit. Obedience to the orders herein authorized shall be enforced in the same manner as obedience is enforced to an order or mandate by a court of record.

§ 32. Annual reports.—Such association shall make an annual report to the state board of charities upon matters relating to the institutions subject to the visitation of such board; and to the state commission in lunacy upon matters relating to the institutions subject to the inspection and control of such commission. Such reports shall be made on or before the first day of November for each preceding fiscal year.

*General—All Counties—Laws of New York.*

## CHAP. 225, LAWS OF 1896.

AN ACT in relation to the poor, constituting chapter twenty-seven of the general laws.

BECAME A LAW April 8, 1896, with the approval of the Governor. Passed, three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

## CHAPTER XXVII. OF THE GENERAL LAWS.

## THE POOR LAW.

## ARTICLE VII.

§ 121. Visit by the state charities aid association.—Any justice of the supreme court, on written application of the state charities aid association, through its president or other officer designated by its board of managers, may grant to such persons as may be named in such application, orders to enable such persons, or any of them, as visitors of such association, to visit, inspect and examine, in behalf of such association, any alms-house within the state. The person so appointed to visit, inspect and examine such alms-house and alms-houses, shall reside in the county or counties from which such alms-house or alms-houses receive their or some of their inmates, and such appointment shall be made by a justice of the supreme court of the judicial district in which such visitors reside. Each order shall specify the alms-house to be visited, inspected and examined, and the name of each person by whom such visitation, inspection and examination shall be made, and shall be in force for one year from the date on which it shall have been granted, unless sooner revoked.

All persons in charge of any such alms-house shall admit each person named in any such order into every part of such alms-house, and render to such person every possible facility to enable him to make in a thorough manner such visit, inspection and examination, which are hereby declared to be for a public purpose and to be made with a view to public benefit. Obedience to the orders herein authorized shall be enforced in the same manner as obedience is enforced to an order or mandate of a court of record.

Such association shall make an annual report to the state board of charities upon matters relating to the alms-houses subject to its visitation. Such reports shall be made on or before the first day of November for each preceding fiscal year.

**Appendix G.**  
**BY - LAWS**  
OF THE  
**STATE CHARITIES AID ASSOCIATION.**

*Adopted May 11, 1872.*  
*Amended December 19, 1895.*

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I.

TITLE AND SCOPE.

The name of this Society is the STATE CHARITIES AID ASSOCIATION. Its field of action comprises the State of New York (*Incorporated under the General Act, December 22, 1880*).

II.

OBJECTS.

The objects of the Association are:

1. The improvement of the mental, moral and physical condition of the inmates of all public charitable institutions in the State of New York; and especially of those in State Institutions, County Poorhouses and City Almshouses.

2. To induce the adoption, by the community at large, of such measures in the organization and administration of both public and private charity as may develop the self-respect and increase the power of self-support of the poorer classes of society.

To these ends the Association, an unofficial, volunteer organization, composed of citizens who desire to secure for their public institutions of charity the best possible administration, shall, as far as may be thought practicable, aid and co-operate with the official State Boards of Charity and Lunacy, and shall report to them annually. (*Chapter 546, Laws of 1896*).

III.

MEMBERSHIP.

The Association shall consist of members of the Central Association, of the President and the Secretary, *ex-officio*, of County Visiting Committees, and of Corresponding Members; and shall be composed of both men and women. *Members of the Central Association* shall be residents of New York City or its

vicinity. *Members of County Visiting Committees* shall be residents of their respective counties. *Corresponding Members* may be residents of any part of the United States, other than the State of New York, and of foreign countries. Corresponding Members are requested to send to the Secretary information bearing upon the objects of the Association, but are not responsible for any action taken by the Association, nor for the principles advocated by it.

All members, excepting Corresponding Members, shall be entitled to vote at the annual and other meetings of the Association.

The acceptance by any member of the Association of an official position connected with the management of any institution subject to the inspection of the Visitors of the Association, will necessarily sever his connection with the Association.

#### IV.

##### ELECTION OF MEMBERS.

All members shall be elected by a majority vote at any meeting of the Association.

Application for membership must be made through a member of the Association, who shall send the name of the proposed member to the Chairman of the Board of Managers. If approved by the Board the name shall be submitted to the vote of the Association.

The failure of any member to attend three consecutive regular meetings of the Association without notifying the Secretary may be considered by the President as equivalent to a resignation.

#### V.

##### BOARD OF MANAGERS.

A Board of Managers, of fifteen persons, shall be elected annually by a majority vote, by ballot, of members of the Association present at the Annual Meeting. Any vacancy occurring during the year shall be filled by the Board of Managers from members of the Central Association, two weeks' notice of such vacancy having been given to all members of the Board by the Secretary.

It shall be the duty of the Board of Managers to define and adopt such course of action as may best promote the objects of the Association, and to devise ways and means for increasing the efficiency of the Association.

The Board of Managers shall have full power to direct and control the affairs and funds of the Association, and shall be

responsible for its good government. The Board shall elect its own officers, make its own by-laws, and may employ such clerical and other assistance as it may deem advisable. (*General Act for the incorporation of benevolent and charitable Societies, Chapter 319, Laws of 1848, and acts amendatory thereof.*)

The Board of Managers shall appoint the chairmen and members of the Standing Committees from the members of the Central Association, annually, just after the Annual Meeting, and shall have power to add additional members to said Committees at any time. If practicable, the chairmen of Standing Committees shall be selected from members of the Board. Members of the Board of Managers shall be *ex-officio* members of all Standing Committees.

County Visiting Committees, and Visitors of the Association to State charitable institutions, shall receive their appointment from the Board of Managers, through its Secretary.

Written application to the Justices of the Supreme Court for the legal appointment of Visitors of the Association to county, town and State institutions, shall be made by the Board of Managers, through the President of the Association, in accordance with the provisions of Chapter 635 of the Laws of 1893, whereby a legal right of entrance to the institutions they visit is provided for the Visitors of the Association.

Nothing shall be published in the name of the Association without the consent of the Board of Managers.

Legislation proposed in the name of the Association must emanate from or receive the approval of the Board of Managers.

The Board shall have power, by a two-thirds vote of its members, to remove from the Association, for such cause as it may deem sufficient, other than non-attendance at meetings, any member of the Association.

The Board shall hold monthly meetings from October until May inclusive, and oftener if desirable. Five members shall constitute a quorum.

The annual reports of the Association to the State Board of Charities and to the State Commission in Lunacy shall be prepared by the Board of Managers and submitted to the Association at the Annual Meeting.

## VI.

### OFFICERS.

The Officers of the Association shall consist of a President, Vice-President, a Treasurer, a Secretary, and a Librarian. They, excepting the Secretary, shall be elected annually, from the incoming Board of Managers at the first meeting of the Board, by a

majority vote, by ballot, of members present at such meeting. Any vacancy occurring during the year shall be filled by the Board of Managers, from the Board, two weeks' notice of such proposed election having been given to all members by the Secretary. The Secretary shall be appointed and removed by the Board of Managers.

All officers shall hold office until their successors are elected or appointed.

The President and Secretary of the Association shall be *ex-officio* Chairman and Secretary, respectively, of the Board of Managers.

## VII.

### PRESIDENT AND VICE-PRESIDENT.

The President shall preside at all meetings of the Association and the Board of Managers, or appoint a presiding officer from among those members present; shall call special meetings of the Association or the Board at discretion, or upon the written request of five members of the Board; and shall appoint Special Committees.

The President shall, once every year, appoint an Auditing Committee to examine and report upon the accounts of the Association. This Committee shall consist of two members of the Association, not members of the Board of Managers.

The President shall appoint, prior to the Annual Meeting, a Committee to nominate the Board of Managers for the ensuing year. The members of the Nominating Committee shall not be members of the Board of Managers.

The Vice-President shall, in the absence of the President, perform all the ordinary duties of the President.

## VIII.

### TREASURER.

The Treasurer shall have charge of the funds of the Association, shall keep a regular account thereof, and shall make written monthly reports and an annual report to the Board of Managers.

Bills sent to the Treasurer for payment must be certified by the Board. Rent and salaries shall be paid by the Treasurer by order of the Board. Requisitions upon the Treasurer by the Secretary, for money for current office expenses, and for traveling expenses, must be countersigned by a member of the Board.

The Treasurer is not authorized to receive money, for the purposes of this Society, from State, Town, County or Municipal authorities.

## IX.

## SECRETARY.

The Secretary shall be the Chief Executive Officer of the Association, responsible for the management of its affairs under such general rules and orders as shall be adopted by resolution of the Board of Managers.

The Secretary shall keep himself informed of all legislation affecting the charitable interests of the State, and shall devise methods for strengthening and developing the work of the Association.

It shall be the duty of the Secretary, by correspondence and visitation, to organize Visiting Committees, auxiliary to the Association, for every county, town and city poorhouse and almshouse within the State of New York, and also to select Visitors for the State charitable institutions, and to maintain such relations with them as shall best promote the objects of the Association. These Committees and Visitors shall receive their appointment from the Board of Managers.

The Secretary shall keep minutes of the proceedings of all the meetings of the Association and of the Board of Managers, shall give notice of these meetings, shall receive and file the reports of the different Committees, and keep any accounts and records of the Association that may be needed.

The Secretary shall make a written monthly report to the Board of Managers, including a statement of office and traveling expenditures.

## X.

## LIBRARIAN.

It shall be the duty of the Librarian:

1. To collect, by means of donations to the Association, such books and pamphlets as may, in the judgment of the Librarian, contain valuable information upon subjects connected with the objects and work of the Association, and to make a catalogue of the same.

2. To adopt a system by which these books and pamphlets may be available to all members and visitors of the Association, as freely as may be consistent with a due regard for the preservation of the books.

3. To make written reports, from time to time, of donations and loans to the Library, at the regular meetings of the Board of Managers. The Librarian shall, before the regular meetings of the Standing Committees, send to the Secretary of each Committee, to be laid before the Committee, a list of books, pam-

phlets, or drawings, given or loaned since the previous meeting, which may have reference to the work of the Committee.

## XI.

### STANDING COMMITTEES.

There shall be five Standing Committees, as follows:

- a. Committee on Children.
- b. Committee on Hospitals.
- c. Committee on the Insane.
- d. Committee on Pauper-Delinquents.
- e. Committee on Finance.

Each Committee shall make its own by-laws.

All plans of work originated by Standing Committees, must be submitted to and receive the approval of the Board before being put into operation by the Committees.

Estimates for expenditures by Standing Committees, other than for petty expenses, must be approved by the Board of Managers.

Manuscript designed for publication must receive the approval of the Standing Committee from which it emanates before being submitted to the Board of Managers.

The Committees shall make written monthly and annual reports of their work at the regular meetings of the Board of Managers.

## XII.

### COMMITTEE ON CHILDREN.

It shall be the duty of the Committee on Children:

1. To keep itself informed of the number, condition, education and disposition of the dependent children of the State of New York; and of the results of existing methods of caring for them.

2. To urge the importance of such measures in the care and training of these children as shall, as speedily as possible, restore them to the normal life of the community. To this end the Committee shall present to the public the advantages of family life for children as compared with institutional life.

## XIII.

### COMMITTEE ON HOSPITALS.

It shall be the duty of the Committee on Hospitals:

1. To keep itself informed of the number and condition of the sick, blind, deaf and dumb, epileptic, idiot and aged dependents in the public charitable institutions of the State of

New York, and to urge the adoption of such measures as are best adapted to restore their health, alleviate their sufferings and secure their humane care.

2. To collect and impart information in regard to the most approved plans for the construction, ventilation and disinfection of hospitals and hospital wards and annexes of poorhouses and almshouses, and for their administration; and to prepare plans for the organization of their kitchen, linen, laundry, nursing and supply departments.

3. To keep itself informed of the organization and management of the dispensary and ambulance service, and to suggest and advocate any modification thereof that may seem desirable.

#### XIV.

##### COMMITTEE ON THE INSANE.

It shall be the duty of the Committee on the Insane:

1. To keep itself informed of the number and condition of all dependent insane persons in the State of New York.

2. To devise means for alleviating the mental and physical sufferings, and for contributing to the comfort and welfare of these afflicted persons.

3. To obtain for them, in State hospitals, medical treatment by skilled alienists, trained nurses and a high grade of attendants; as also to secure for them the highest standard of curative treatment known to the medical profession.

4. To inaugurate and maintain, for convalescents leaving hospital, who may be friendless, a system of "after-cure," whereby they may be strengthened in health, protected and cared for, until able to support themselves.

5. The Committee shall advocate, for the benefit of all classes of patients, the system of *State care* in State hospitals for the dependent insane, as opposed to the system of *county care* in county poorhouses and county asylums.

#### XV.

##### COMMITTEE ON PAUPER-DELINQUENTS.

It shall be the duty of the Committee on Pauper-Delinquents:

1. To keep itself informed of the number of pauper-delinquent men and women in the poorhouses, almshouses and workhouses of the State of New York, and the character and value of the labor performed by them; and the Committee shall advocate proper measures for the reformatory treatment of all persons of *this class*.

2. The Committee shall endeavor to have the laws for the arrest and commitment of vagrants enforced, shall advocate measures obliging all able-bodied paupers and delinquents to work, and shall promote all efforts which tend to abolish beggary and vagrancy.

3. The Committee shall endeavor to bring about the abolition or reformation of the system of official out-door relief.

## XVI.

### COMMITTEE ON FINANCE.

It shall be the duty of the Committee on Finance to obtain the requisite funds for carrying on the purposes and work of the Association, and to deposit the same with the Treasurer. The Committee shall keep a record of all subscriptions and donations, with the names of subscribers and donors, for publication in the Annual Report of the Association.

## XVII.

### COUNTY VISITING COMMITTEES.

There shall be a County Visiting Committee for each County of the State, whose duty shall be to visit, inspect and examine, on behalf of the Association, all town, county and city almshouses and poorhouses, which may be situated in the county.

Visiting Committees shall correspond with and shall make monthly and annual reports to the Secretary of the Association. They shall work under the control and by the direction of the Board of Managers.

## XVIII.

### VISITORS TO STATE CHARITABLE INSTITUTIONS.

There shall be Visitors of the Association for all charitable institutions owned by the State, in the State of New York, including State hospitals for the insane. They shall correspond with and shall make monthly and annual reports to the Secretary of the Association. They shall work under the control and by the direction of the Board of Managers.

## XIX.

### REPORTS.

The Association shall make an annual report of the results of its visits and inspections to the State Board of Charities,

upon matters relating to the institutions subject to the visitation of the Board; and an annual report to the State Commission in Lunacy upon matters relating to the institutions subject to inspection or control by the Commission.

These reports shall be made on or before the first day of November for each preceding fiscal year.

The report to the State Board of Charities shall include the Treasurer's report. (*Chapter 546, Laws of New York, 1896.*)

## XX.

### MEETINGS.

The Annual Meeting of the Association shall be held on the last Tuesday of October, in the City of New York, or at such other time and place as may be determined by the Board of Managers. Two weeks' notice of this meeting shall be given to all members entitled to vote. Not less than two meetings for conference and debate, and for the election of members, shall be called by the Board each year, besides the Annual Meeting.

When Special Meetings are called the notice shall state the object of the meeting.

Eleven members shall constitute a quorum at any meeting of the Association.

## XXI.

### LEGAL STATUS OF ASSOCIATION AND BY-LAWS.

The By-laws of the Board of Managers and of the Association must be in accordance with the General Act of Incorporation, Chapter 319, Laws of 1848, and of the Acts amendatory of the same; and with the Certificate of Incorporation of the State Charities Aid Association, of date December 22, 1880; also in accordance with Chapter 546 of the Laws of 1896, State of New York.

Recognition of the Association in the organic law of the State, as comprised in the reference to "other visitation and inspection now authorized by law" will be found in Section 13, Article VIII. of the Revised Constitution of the State of New York, adopted November 6, 1894.

## XXII.

### AMENDMENT OF BY-LAWS.

These By-laws may be amended by a two-thirds vote of members present at any meeting of the Board of Managers, intention

to move the proposed amendment having been sent to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Board of Managers two weeks' notice of this meeting, with a copy of such proposed amendment. To constitute a quorum at this meeting not less than nine members must be present.

### XXIII.

#### ORDER OF BUSINESS.

The following shall be the Order of Business at the Annual Meeting of the Association:

1. Minutes of the preceding Annual Meeting read by the Secretary. Action thereon.
2. Annual Report of the Board of Managers to the State Board of Charities, which shall include the Annual Report of the Treasurer. Debate and action thereon.
3. Annual Report of the Board of Managers to the State Commission in Lunacy. Action thereon.
4. Election of new members.
5. Election of incoming Board of Managers.
6. General debate.

This Order of Business may be altered at the discretion of the presiding officer.

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New York, and to urge the adoption of such measures as are best adapted to restore their health, alleviate their sufferings and secure their humane care.

2. To collect and impart information in regard to the most approved plans for the construction, ventilation and disinfection of hospitals and hospital wards and annexes of poorhouses and almshouses, and for their administration; and to prepare plans for the organization of their kitchen, linen, laundry, nursing and supply departments.

3. To keep itself informed of the organization and management of the dispensary and ambulance service, and to suggest and advocate any modification thereof that may seem desirable.

#### XIV.

##### COMMITTEE ON THE INSANE.

It shall be the duty of the Committee on the Insane:

1. To keep itself informed of the number and condition of all dependent insane persons in the State of New York.

2. To devise means for alleviating the mental and physical sufferings, and for contributing to the comfort and welfare of these afflicted persons.

3. To obtain for them, in State hospitals, medical treatment by skilled alienists, trained nurses and a high grade of attendants; as also to secure for them the highest standard of curative treatment known to the medical profession.

4. To inaugurate and maintain, for convalescents leaving hospital, who may be friendless, a system of "after-cure," whereby they may be strengthened in health, protected and cared for, until able to support themselves.

5. The Committee shall advocate, for the benefit of all classes of patients, the system of *State care* in State hospitals for the dependent insane, as opposed to the system of *county care* in county poorhouses and county asylums.

#### XV.

##### COMMITTEE ON PAUPER-DELINQUENTS.

It shall be the duty of the Committee on Pauper-Delinquents:

1. To keep itself informed of the number of pauper-delinquent men and women in the poorhouses, almshouses and workhouses of the State of New York, and the character and value of the labor performed by them; and the Committee shall advocate proper measures for the reformatory treatment of all persons of *this class*.

2. The Committee shall endeavor to have the laws for the arrest and commitment of vagrants enforced, shall advocate measures obliging all able-bodied paupers and delinquents to work, and shall promote all efforts which tend to abolish beggary and vagrancy.

3. The Committee shall endeavor to bring about the abolition or reformation of the system of official out-door relief.

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Visiting Committees shall correspond with and shall make monthly and annual reports to the Secretary of the Association. They shall work under the control and by the direction of the Board of Managers.

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The Association shall make an annual report of the results of its visits and inspections to the State Board of Charities,

upon matters relating to the institutions subject to the visitation of the Board; and an annual report to the State Commission in Lunacy upon matters relating to the institutions subject to inspection or control by the Commission.

These reports shall be made on or before the first day of November for each preceding fiscal year.

The report to the State Board of Charities shall include the Treasurer's report. (*Chapter 546, Laws of New York, 1896.*)

## XX.

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When Special Meetings are called the notice shall state the object of the meeting.

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## XXI.

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Recognition of the Association in the organic law of the State, as comprised in the reference to "other visitation and inspection now authorized by law" will be found in Section 13, Article VIII. of the Revised Constitution of the State of New York, adopted November 6, 1894.

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to move the proposed amendment having been sent to the Secretary three weeks previous to the meeting. The Secretary shall send to each member of the Board of Managers two weeks' notice of this meeting, with a copy of such proposed amendment. To constitute a quorum at this meeting not less than nine members must be present.

### XXIII.

#### ORDER OF BUSINESS.

The following shall be the Order of Business at the Annual Meeting of the Association:

1. Minutes of the preceding Annual Meeting read by the Secretary. Action thereon.
2. Annual Report of the Board of Managers to the State Board of Charities, which shall include the Annual Report of the Treasurer. Debate and action thereon.
3. Annual Report of the Board of Managers to the State Commission in Lunacy. Action thereon.
4. Election of new members.
5. Election of incoming Board of Managers.
6. General debate.

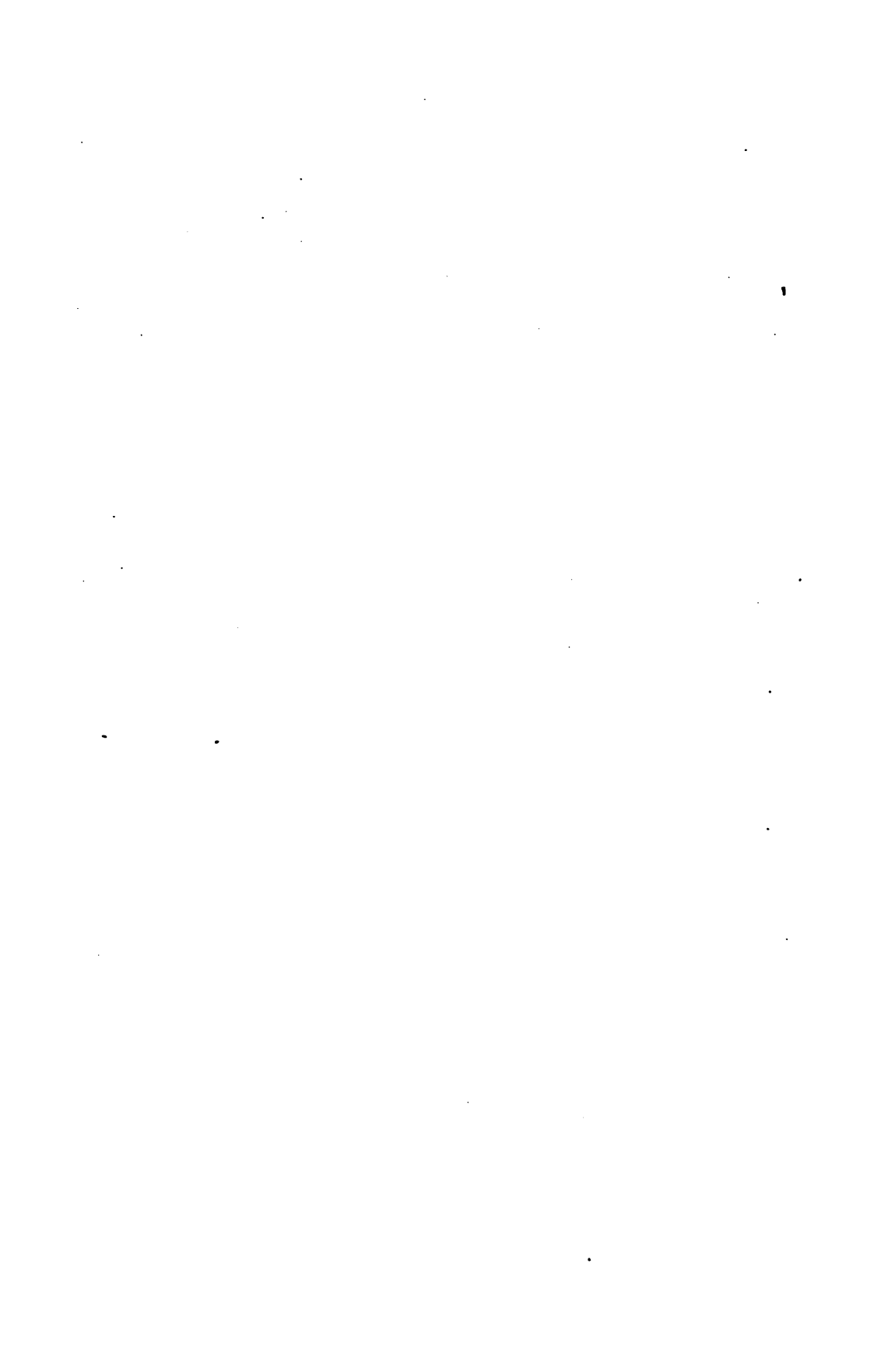
This Order of Business may be altered at the discretion of the presiding officer.



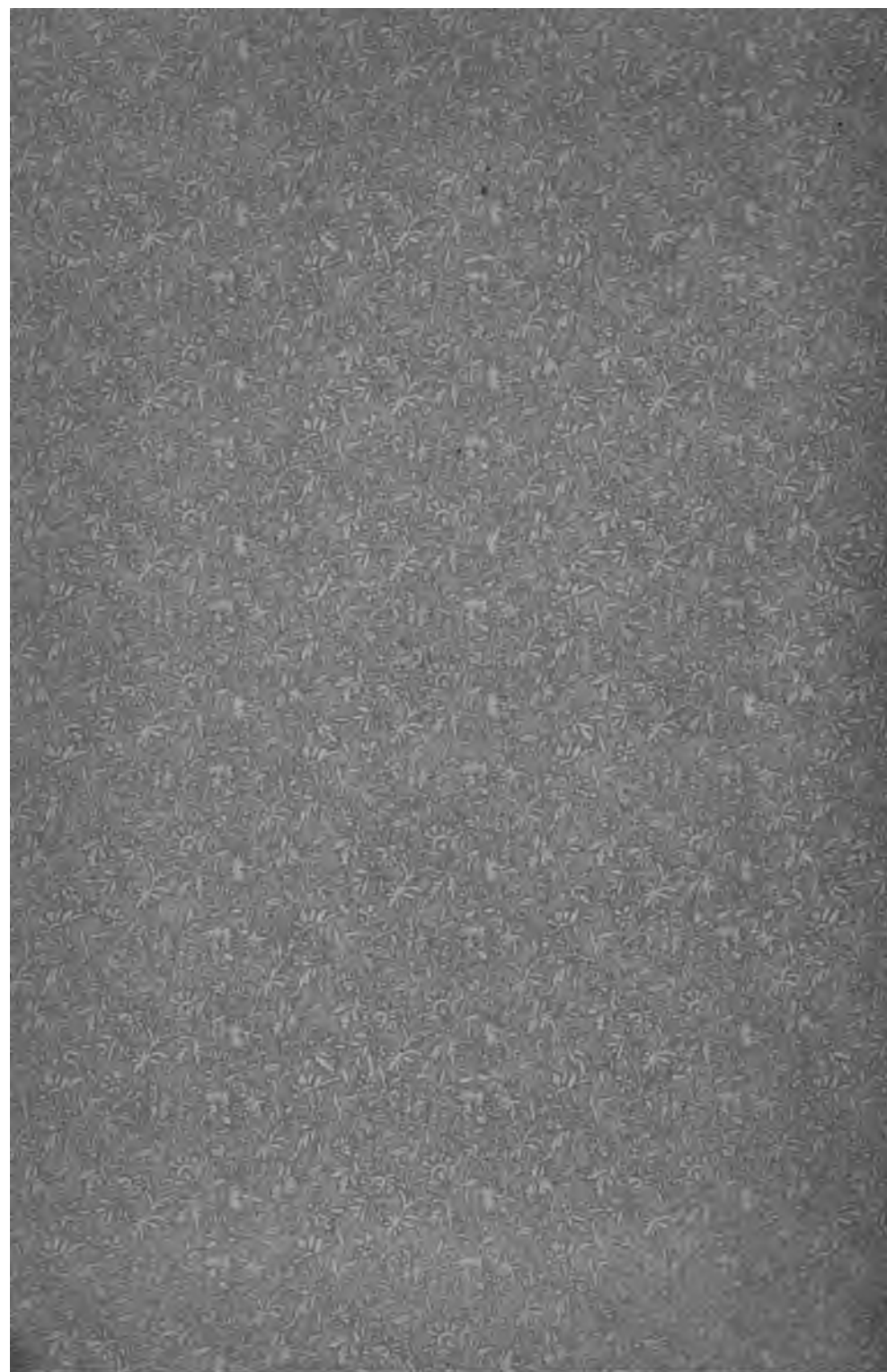












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